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S. HRG. 101-228

# MISCELLANEOUS NEW MEXICO LEGISLATION AND ROUTE 66 STUDY ACT OF 1989

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## HEARING

BEFORE THE

SUBCOMMITTEE ON
PUBLIC LANDS, NATIONAL PARKS AND FORESTS

OF THE

COMMITTEE ON
ENERGY AND NATURAL RESOURCES
UNITED STATES SENATE

ONE HUNDRED FIRST CONGRESS

FIRST SESSION

ON

S. 558
S. 560
S. 818
S. 855
S. 940
S. 963

JUNE 21, 1989

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S311-63

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# MISCELLANEOUS NEW MEXICO LEGISLATION AND ROUTE 66 STUDY ACT OF 1989

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WEDNESDAY, JUNE 21, 1989

U.S. SENATE,
SUBCOMMITTEE ON PUBLIC LANDS,
NATIONAL PARKS AND FORESTS,
COMMITTEE ON ENERGY AND NATURAL RESOURCES,
*Washington, D.C.*

The subcommittee met, pursuant to notice, at 2:07 p.m., in room SD-366, Dirksen Senate Office Building, Hon. Jeff Bingaman, presiding.

## OPENING STATEMENT OF HON. JEFF BINGAMAN, U.S. SENATOR FROM NEW MEXICO

Senator BINGAMAN. The purpose of today's hearing is to receive testimony on six measures pending before the subcommittee. These measures all concern public lands in our home State of New Mexico. They are S. 558, a bill to authorize the study on methods to protect and interpret the internationally significant Lechuguilla Cave at Carlsbad Caverns National Park; S. 560, a bill to direct the Secretary of Interior to conduct a study of certain historic military forts in New Mexico; S. 818, a bill to authorize a study on methods to pay tribute to the late Clinton P. Anderson of New Mexico for his contributions to the establishment of a national wilderness system; S. 855, a bill to direct the Secretary of Interior to establish a Cave Research Institute at Carlsbad Caverns National Park; S. 940, a bill to designate segments of the East Fork of the Jemez River and of the Pecos River as components of the National Wild and Scenic Rivers System; and S. 963, a bill to authorize a study on methods to commemorate the nationally significant highway known as Route 66, and for other purposes.

I am pleased to have sponsored four of these bills and to have joined Senator Domenici as a co-sponsor of the others. I am also very pleased that Congressman Richardson is here today. Several of the bills we are considering involve his district, and I look forward to hearing his testimony. Unfortunately, Congressman Skeen's schedule prevented him from being with us, but I want to thank him for his help on these issues as well; and we will include a statement from him in the record.

I would like to just briefly comment on each. The discoveries at Lechuguilla Cave have drawn the international attention of cave researchers, drawing visitors from the Soviet Union, China, Canada, France, Britain, and Italy. In fact, an Italian researcher, Stefania Fellini, recently spent more than four months underground in Lost Cave, offering insights to U.S. universities and NASA about the effects of prolonged isolation.

Given all that, I can think of no better place for a Cave Research Institute than Carlsbad. The institute would be perfectly situated to explore not only the fine caves, but Capitan Reef, the world's best, exposed fossil reef. And an institute also would provide educational materials and offer field trips to school-age children and college students, researchers, and publicities about the outstanding resources of the region, like that in the St. Petersburg newspaper, will increase tourists' interest in visiting southern New Mexico.

S. 560 is one which I mentioned before, which would authorize a study of the Boots and Saddles tour of eight historic forts occupied during the Civil War in the Indian campaigns in New Mexico. The forts are an important relic of our national history, but a relic that is deteriorating because of weathering, unsupervised visits, and the lack of maintenance. There is an urgent need to protect these significant cultural resources, and the comprehensive study called for in this bill would find appropriate means for systematic interpretation, stabilization, and restorations of these sites.

The measure to pay tribute to the late Senator Clinton Anderson comes at an appropriate time, 25 years after enactment of the Wilderness Act, one of several landmark conservation measures that Senator Anderson led the campaign on.

S. 940 would add two rivers to the National Wild and Scenic River System. If this measure becomes law, it would be the first time that a final force plans, recommendations for wild and scenic status would be fully implemented. These rivers would join the Rio Chama as part of the Wild and Scenic River System in our state.

There have been concerns raised by two property owners along the Pecos River, who have contacted my office, and I want to take the opportunity to assure them, and any other concerned property owners, that the private property rights of those along the river will not be affected in any way. I would like to provide for the record letters from these constituents and my responses to them.

And finally, the bill authorizing the study of Route 66 is an appropriate step toward preserving an important symbol of America's growth in this century. That highway, celebrated in song and in screen, is indelibly linked to the exodus from the Dust Bowl. It has also spawned a special roadside architecture that is still present in Albuquerque and other places in New Mexico.

At this time I will place copies of the measures in the hearing record. I know that we will receive written testimony from the New Mexico Historic Preservation Officer, Tom Merlin, and from the Sierra Club. There may be others in the audience today who wish to submit testimony. The record will remain open for two weeks to receive that testimony and those comments.

Before we go to testimony from Congressman Richardson, let me call on my colleague, Senator Domenici, for his comments.

[The prepared statement of Senator Bingaman and the texts of the bills follow:]

# OPENING STATEMENT OF SENATOR JEFF BINGAMAN
SUBCOMMITTEE ON PUBLIC LANDS, PARKS
AND FORESTS
NEW MEXICO PUBLIC LANDS BILLS
JUNE 21, 1989

---

The purpose of today's hearing is to receive testimony on six measures pending before the Subcommittee.

The measures all concern public lands in my home state of New Mexico. They are:

S. 558, a bill to authorize a study on methods to protect and interpret the internationally significant Lechuguilla Cave at Carlsbad Caverns National Park;

S. 560, a bill to direct the Secretary of the Interior to conduct a study of certain historic military forts in New Mexico;

S. 818, a bill to authorize a study on methods to pay tribute to the late Senator Clinton P. Anderson of New Mexico for his contributions to the establishment of a national wilderness system;

S. 855, a bill to direct the Secretary of the Interior to establish a Cave Research Institute at Carlsbad Caverns National Park;

S. 940, a bill to designate segments of the East Fork of the Jemez River and of the Pecos River as components of the National Wild and Scenic Rivers System; and

S. 963, a bill to authorize a study on methods to commemorate the nationally significant highway known as Route 66, and for other purposes.

I am pleased to have sponsored four of these bills, and to have joined Senator Domenici as a cosponsor of the others.

I also am pleased to see my colleague from the House, Congressman Richardson, is here today. Several of these bills involve his district and I look forward to hearing his testimony.

Senator Domenici's bill to study Lechuguilla Cave is an appropriate step toward the proper management of this recent discovery. Explorers have uncovered 36.7 miles of passages. The cave is the second-deepest in the country, at 1,501 feet, and is likely to grow still longer. It is filled with spectacular and other-worldly cave formations that justify a study of how to best manage and protect this important national resource.

The discovery of Lechuguilla Cave spurred my bill that would establish a cave research institute in Carlsbad. On a trip to the park in February, I saw videotape of the cave and was much impressed. The cave has received plenty of attention since then, appearing on network television and just 10 days ago was the subject of a three-page color spread in the St. Petersburg Times.

I'd like to show my colleagues that article, and have it entered into the record.

Carlsbad is the perfect place for such a cave research institute. It would be the first of its kind in the free world. Researchers in China and Yugoslavia have the benefit of cave research institutes, but we in the West do not.

Carlsbad Caverns National Park includes some of the world's most interesting caves. There are more than 300 known caves in Capitan Reef, including 75 in Carlsbad Caverns and 22 in Guadalupe Mountains National Park. Other caves on public lands managed by the Forest Service and the Bureau of Land Management have been damaged by vandals.

The discoveries at Lechuguilla Cave have drawn the international attention of cave researchers, drawing visitors from the Soviet Union, China, Canada, France, Britain and Italy. An Italian researcher , Stefania Follini, recently spent more than four months underground in Lost Cave, offering insights to U.S. universities and NASA about the effects of prolonged isolation.

Given all that, I can think of no better place for a cave research institute that Carlsbad.

The institute would be perfectly situated to explore not only the fine caves, but Capitan Reef, the world's best exposed fossil reef. An institute also would provide educational materials and offer field trips to school-age children, college students, and researchers. Publicity about the outstanding resources in the region, like that in the St. Petersburg newspaper, will increase tourists' interest in visiting Southern New Mexico.

The information gained would be applied directly to the management and protection of caves in the Capitan Reef area, nationally, and even internationally. Other National Park Service units with cave resources would benefit. Already, university and energy company researchers believe discoveries at Lechuguilla may contribute to our knowledge of Permian Basin geology and could contribute to oil and gas exploration in the energy-rich region.

S. 560 would authorize a study of a "Boots and Saddles Tour" of eight historic forts occupied during the Civil War and Indian campaigns in New Mexico.

The forts are an important relic of our national history, but a relic that is deteriorating because of weathering, unsupervised visits and the lack of maintenance. There is an urgent need to protect these significant cultural resources and the comprehensive study called for in the bill would find appropriate means for systematic interpretation, stabilization and restoration of these valuable sites.

The measure to pay tribute to the late Senator Anderson comes at an appropriate time -- 25 years after enactment of the Wilderness Act, one of several landmark conservation measures passed under Senator Anderson's leadership.

We all owe a debt to Senator Anderson for helping protect wildlands that now make up nearly 91 million acres. These special, pristine lands provide valuable solitude, critical watershed, wildlife habitat, and a natural history legacy. We can help repay Senator Anderson by commemorating his contribution to the Wilderness Act.

S. 940 would add two rivers to the National Wild and Scenic River System: 11 miles of the East Fork of the Jemez and 21.5 miles of the Pecos. My bill follows the recommendation of the final Santa Fe National Forest Plan for such a designation. If this measure becomes law, it would be the first time a final forest plan's recommendations for Wild and Scenic status would be fully implemented. These rivers would join the Rio Chama.

There have been concerns raised by two property owners along the Pecos River who have contacted my office. I wish to take this opportunity to ensure them, and any other concerned property owners, that the private property rights of those along the river will not be affected in any manner. I would like to provide for the record letters from these constituents, and my responses to them.

Finally, the bill authorizing a study of Route 66 is an appropriate step toward preserving an important symbol of

America's growth in this century. The highway, celebrated in song and on screen, is indelibly linked to the exodus from the Dust Bowl. It also spawned a special roadside architecture that is still present in downtown Albuquerque.

At this time, I will place copies of the measures in the hearing record. I know that we will receive written testimony from New Mexico Historic Preservation Officer Tom Merlan and from the Sierra Club. For others who wish to submit testimony, the record will remain open for two weeks to receive additional testimony and comments.

101st CONGRESS
1st Session

# S. 558

To authorize a study on methods to protect and interpret the internationally significant Lechuguilla Cave at Carlsbad Caverns National Park in the State of New Mexico.

---

IN THE SENATE OF THE UNITED STATES

March 9 (legislative day, January 3), 1989

Mr. Domenici (for himself and Mr. Bingaman) introduced the following bill; which was read twice and referred to the Committee on Energy and Natural Resources

---

# A BILL

To authorize a study on methods to protect and interpret the internationally significant Lechuguilla Cave at Carlsbad Caverns National Park in the State of New Mexico.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,*

Section 1. This Act shall be cited as the "Lechuguilla Cave Study Act of 1989".

Sec. 2. The Congress finds that—

(a) although the existence of Lechuguilla Cave has been known for over seventy-five years, recent explorations of Lechuguilla Cave have provided amazing new information about the cave that has captured the interest of cave enthusiasts from around the world;

(b) Lechuguilla Cave is the longest deep cave in the United States;

(c) Lechuguilla Cave, which is one thousand five hundred and fifty-one feet deep, is the second deepest cave in the United States;

(d) at over twenty-one miles in length, Lechuguilla Cave is the 13th longest cave in the United States;

(e) Lechuguilla Cave is filled with awe-inspiring gypsum deposits and formations, such as fifteen foot long gypsum crystal "chandeliers", delicate gypsum "flowers", gypsum threads as fine as angel's hair, cave pearls, gigantic "soda straws", and billowy cloud formations;

(f) the National Speleological Society has described Lechuguilla Cave as possibly the finest cave in America; and

(g) the exploration of Lechuguilla Cave has attracted international attention.

Sec. 3. (a) In recognition of the international significance of Lechuguilla Cave at Carlsbad Caverns National Park, the Secretary of the Interior is authorized and directed to conduct a study of the most appropriate way to protect and interpret Lechuguilla Cave. The study shall include but not be limited to an evaluation of the feasibility of constructing facilities to provide public access to the cave and an evaluation of the feasibility of designating the cave as wilderness.

(b) The study shall be completed and transmitted to the Committee on Interior and Insular Affairs of the United States House of Representatives and the Committee on Energy and Natural Resources of the United States Senate within two years of the date on which funds are appropriated for the study.

SEC. 4. There are authorized to be appropriated such sums as may be necessary to carry out the purposes of this Act.

101st CONGRESS
1st Session

# S. 560

To direct the Secretary of the Interior to conduct a study of certain historic military forts in the State of New Mexico.

---

IN THE SENATE OF THE UNITED STATES

March 9 (legislative day, January 3), 1989

Mr. Bingaman (for himself and Mr. Domenici) introduced the following bill; which was read twice and referred to the Committee on Energy and Natural Resources

---

# A BILL

To direct the Secretary of the Interior to conduct a study of certain historic military forts in the State of New Mexico.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,*

## SECTION 1. SHORT TITLE.

This Act may be cited as the "Boots and Saddles Tour Study Act of 1989".

## SEC. 2. FINDINGS.

The Congress finds that—

(1) historic cavalry forts occupied during the Civil War and Indian campaigns in New Mexico represent a unique time period of American history, the study and

interpretation of which can contribute to an understanding of the American frontier;

(2) these forts are deteriorating due to natural weathering, unsupervised human visitation, and lack of maintenance and repair; and

(3) in light of the precarious state of preservation at most of these significant cultural resources and the urgent need to protect and manage them, it is necessary to determine, through a comprehensive study, appropriate means by which the systematic interpretation, stabilization, and restoration of these valuable sites can be provided for.

## SEC. 3. STUDY AND REPORT BY THE BUREAU OF LAND MANAGEMENT AND THE NATIONAL PARK SERVICE.

(a) STUDY.—The Secretary of the Interior, acting through the Director of the Bureau of Land Management and the Director of the National Park Service, shall conduct a study of historic forts in the State of New Mexico occupied during the Civil War and Indian campaigns, including—

(1) Fort Stanton;

(2) Fort Union;

(3) Fort Sumner;

(4) Fort Craig;

(5) Fort Cummings;

(6) Fort Seldon;

(7) Fort Bayard; and

(8) Fort McRae.

(b) REPORT.—Not later than 1 year from the date that funds are made available for the study referred to in subsection (a), the Secretary shall transmit the study to the Committee on Energy and Natural Resources of the Senate and the Committee on Interior and Insular Affairs of the House of Representatives.

(c) STUDY CONTENT.—The study shall develop alternative means of interpreting and preserving the forts referred to in subsection (a) including the feasibility of establishing tour routes for vehicles and horse-mounted visitors which may encompass common themes and link appropriate sites, and such other information as the Secretary may deem necessary.

**SEC. 4. APPROPRIATION AUTHORIZATION.**

There are authorized to be appropriated such sums as may be necessary to carry out the provisions of this Act.

101ST CONGRESS
1ST SESSION

# S. 818

To authorize a study on methods to pay tribute to the late Senator Clinton P. Anderson of New Mexico for his significant contribution to the establishment of a national wilderness system.

---

IN THE SENATE OF THE UNITED STATES

APRIL 18 (legislative day, JANUARY 3), 1989

Mr. BINGAMAN (for himself and Mr. DOMENICI) introduced the following bill; which was read twice and referred to the Committee on Energy and Natural Resources

---

# A BILL

To authorize a study on methods to pay tribute to the late Senator Clinton P. Anderson of New Mexico for his significant contribution to the establishment of a national wilderness system.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,*

## SECTION 1. FINDINGS.

The Congress makes the following findings:

(1) Senator Clinton P. Anderson of New Mexico was the leader of the conservation movement in the 88th Congress, which earned the name the "Conservation Congress" for its passage of several landmark con-

servation measures. Senator Anderson was the guiding sponsor of the Wilderness Act and shepherded it through the 88th Congress, helping secure its passage and enactment on September 3, 1964.

(2) Senator Anderson was influenced by New Mexico conservationist Aldo Leopold, who as a United States Forest Service officer helped establish the Nation's first designated wilderness in 1924, the Gila Wilderness in the Gila National Forest in New Mexico.

(3) Senator Anderson wrote and spoke eloquently about wilderness and his words continue to inspire his colleagues and the public about conservation. In 1963 he wrote:

"There is a spiritual value to conservation, and wilderness typifies this. Wilderness is a demonstration by our people that we can put aside a portion of this which we have as a tribute to the Maker and say—this we will leave as we found it.

"Wilderness is an anchor to windward. Knowing it is there, we can also know that we are still a rich Nation, tending our resources as we should—not a people in despair searching every last nook and cranny of our land for a board of lumber, a barrel of oil, a blade of grass, or a tank of water.".

(4) On the 25th anniversary of the Wilderness Act, Senator Anderson's living legacy is the 474 units in the National Wilderness Preservation System, totaling nearly 91 million acres.

## SEC. 2. AUTHORIZATION OF STUDY.

(a) In recognition of the significant role Senator Anderson played in the enactment of the Wilderness Act, the Secretary of Agriculture is authorized and directed to conduct a study of the most appropriate method of commemorating Senator Anderson's contribution. The study shall include an evaluation of the feasibility of establishing a campground, monument, wilderness museum or other facility bearing Senator Anderson's name. Because of the significance of the Gila Wilderness as the Nation's first administratively-designated wilderness, the Secretary shall focus the study on the Gila National Forest in New Mexico.

(b) The study shall be completed and transmitted to the Committee on Interior and Insular Affairs of the House of Representatives and the Committee on Energy and Natural Resources of the Senate not later than 6 months after the date on which funds are appropriated for the study.

## SEC. 3. AUTHORIZATION OF APPROPRIATIONS.

There are authorized to be appropriated such sums as may be necessary to carry out the purposes of this Act.

101st CONGRESS
1st Session

# S. 855

To direct the Secretary of the Interior to establish a cave research institute at Carlsbad Caverns National Park.

---

IN THE SENATE OF THE UNITED STATES

April 19 (legislative day, January 3), 1989

Mr. Bingaman (for himself, and Mr. Domenici) introduced the following bill; which was read twice and referred to the Committee on Energy and Natural Resources

---

# A BILL

To direct the Secretary of the Interior to establish a cave research institute at Carlsbad Caverns National Park.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,*

### SECTION 1. SHORT TITLE.

This Act may be cited as the "Cave Research Institute Act of 1989".

### SEC. 2. FINDINGS.

The Congress makes the following findings:

(1) The world's most exposed fossil reef, Capitan Reef, in southern New Mexico that includes Carlsbad Caverns contains over 300 caves, including 75 identi-

fied caves in Carlsbad Caverns National Park and 22 caves in Guadalupe Mountains National Park. Many of the known caves are on lands administered by the United States Forest Service and the Bureau of Land Management.

(2) Recent explorations of Lechuguilla Cave at Carlsbad Caverns National Park have provided much new information about the wonders of this cave including the fact that it is the second deepest cave in the United States and contains outstanding world-class cave features such as gypsum crystal "chandeliers" and gypsum "flowers".

(3) The Lechuguilla Cave has been described by cave researchers as possibly the finest cave in America.

(4) The interest and excitement of cave researchers throughout the world have been focused on Carlsbad Caverns National Park.

(5) A cave research institute at Carlsbad Caverns—

(A) would produce educational and interpretive materials vital to public understanding of cave geology;

(B) could assist students and researchers as an educational laboratory; and

(C) could enhance tourism opportunities for the Carlsbad area and Southeastern New Mexico.

(6) Cave researchers could use this research institute as an operational base for study of caves in other regions and as a focal point for storage of data on cave geology and speleology.

(7) The Congress through its passage of Public Law 100–691, the Federal Cave Resources Protection Act of 1988, recognized that—

(A) "significant caves on Federal lands are an invaluable and irreplaceable part of the Nation's national heritage; and in some instances, these significant caves are threatened"; and

(B) "it is the policy of the United States that Federal lands be managed in a manner which protects and maintains, to the extent practicable, significant caves",

therefore, a cave research institute would provide for a comprehensive evaluation of cave resources, protection needs, and interpretive information.

## SEC. 3. AUTHORIZATION.

In order to provide for orderly and systematic cave research in Carlsbad Caverns National Park, the Capitan Reef area, and on other Federal lands, there is hereby established the cave research institute. The cave research institute is established as an operational unit of Carlsbad Caverns National Park, New Mexico.

### SEC. 4. RESEARCH INSTITUTE OPERATIONAL PLAN.

Not later than 1 year after the date that funds are made available under this Act, the Secretary of the Interior shall prepare and transmit to Congress an operational plan for the cave research institute to include—

(1) a research plan, staffing needs for the first 5 years of operations, proposed cooperative agreements with other agencies and institutions pursuant with existing authorities, and facility needs; and

(2) an analysis of operational costs including staffing for 5 years, cost of facilities, and other appropriate items.

### SEC. 5. APPROPRIATION AUTHORIZATION.

There are authorized to be appropriated such sums as may be necessary to carry out the provisions of this Act.

101st CONGRESS
1st Session

# S. 940

To designate segments of the East Fork of the Jemez River and of the Pecos River as components of the National Wild and Scenic Rivers System, and for other purposes.

---

IN THE SENATE OF THE UNITED STATES

May 9 (legislative day, January 3), 1989

Mr. Bingaman (for himself and Mr. Domenici) introduced the following bill; which was read twice and referred to the Committee on Energy and Natural Resources

---

# A BILL

To designate segments of the East Fork of the Jemez River and of the Pecos River as components of the National Wild and Scenic Rivers System, and for other purposes.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,*

## SECTION 1. SHORT TITLE.

This Act may be cited as the "Jemez and Pecos Rivers Wild and Scenic River Addition Act of 1989".

## SEC. 2. WILD AND SCENIC RIVER DESIGNATION.

Section 3(a) of the Wild and Scenic River Act (82 Stat. 906; 16 U.S.C. 1274(a)) is amended by adding the following new paragraphs:

"( )(A) JEMEZ RIVER, EAST FORK, NEW MEXICO.—Segments of the East Fork of the Jemez River, to be administered by the Secretary in the classifications indicated, as follows:

"(1) the segment from the Baca Location Number 1, approximately 2 miles southwest, past the Santa Fe National Forest's Las Conchas Campground, to State Highway 4, where it crosses the river at the Santa Fe National Forest's Las Conchas trailhead, as a recreational river;

"(2) the segment from the Las Conchas trailhead approximately 4 miles west to where the same highway crosses the river near the Santa Fe National Forest's East Fork trailhead, as a wild river; and

"(3) the segment from that highway crossing (State Highway 502 where it crosses the river near the Santa Fe National Forest's East Fork trailhead) approximately 5 miles west to the confluence with the Rio San Antonio, at the Santa Fe National Forest's Battleship Rock picnic ground, as a scenic river.

"(B) A map entitled 'East Fork of the Jemez Wild and Scenic River' generally depicting the foregoing segments of the East Fork of the Jemez River shall be kept on file and available for public inspection in the office of the Headquarters of the Santa Fe National Forest.

"( )(A) PECOS RIVER, NEW MEXICO.—Segments of the Pecos River, to be administered by the Secretary in the classifications indicated, as follows:

"(1) the segment from the river's headwaters near the Santa Barbara Divide in the Pecos Wilderness approximately 13.5 miles south to the Pecos Wilderness boundary, as a wild river; and

"(2) the segment from that point (the Pecos Wilderness boundary) approximately 7 miles south to the townsite of Terrero, as a recreational river.

"(B) A map entitled 'Pecos Wild and Scenic River' generally depicting the foregoing segments of the Pecos River shall be kept on file and available for public inspection in the office of the Headquarters of the Santa Fe National Forest.".

101st CONGRESS
1st Session

# S. 963

To authorize a study on methods to commemorate the nationally significant highway known as Route 66, and for other purposes.

---

IN THE SENATE OF THE UNITED STATES

MAY 10 (legislative day, JANUARY 3), 1989

Mr. DOMENICI (for himself, Mr. DECONCINI, Mr. BINGAMAN, Mr. BOND, Mr. BOREN, Mr. CRANSTON, Mr. DIXON, and Mr. SIMON) introduced the following bill; which was read twice and referred to the Committee on Energy and Natural Resources

---

# A BILL

To authorize a study on methods to commemorate the nationally significant highway known as Route 66, and for other purposes.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,*

## SECTION 1. SHORT TITLE.

This Act may be cited as the "Route 66 Study Act of 1989".

## SEC. 2. FINDINGS.

The Congress finds that—

(1) United States Route 66, that great two thousand-mile highway from Chicago, Illinois, to Santa

Monica, California, played a major role in the twentieth-century history of our Nation;

(2) Route 66, a product of a grassroots effort for better American roads and a prime example of the 1926 National Highway System program, served a similar historical function as many earlier "travel and commerce corridors", such as the Santa Fe Trail;

(3) Route 66 has become a symbol of the American people's heritage of travel and their legacy of seeking a better life;

(4) Route 66 served as a funnel for the twentieth-century westward migration from the Dust Bowl of the Central States;

(5) Route 66 has been memorialized in books, songs, motion pictures, and television programs, and has become a cherished part of American popular culture;

(6) although the remnants of Route 66 are fast disappearing, many structures, features, and artifacts of Route 66 remain, including several segments of the highway that offer excellent insight into the experience of so many who traveled the highway; and

(7) in light of the growing interest by organized groups and State governments in the preservation of features associated with Route 66, the route's history,

and its role in American popular culture, a comprehensive evaluation of preservation and tourism options should be undertaken.

## SEC. 3. STUDY AND REPORT BY THE NATIONAL PARK SERVICE.

(a) STUDY.—The Secretary of the Interior, acting through the Director of the National Park Service, shall undertake a comprehensive study of United States Route 66. Such study shall include an evaluation of the significance of Route 66, options for preservation and use of remaining segments of Route 66, and options for preservation of features associated with the highway. Private sector initiatives are to be fully evaluated. The study shall include participation by representatives from each of the States traversed by Route 66 and representatives of associations interested in the preservation of Route 66 and its features.

(b) REPORT.—Not later than two years from the date that funds are made available for the study referred to in subsection (a), the Secretary shall submit a report of such study to the Committee on Energy and Natural Resources of the United States Senate and the Committee on Interior and Insular Affairs of the United States House of Representatives.

## SEC. 4. AUTHORIZATION OF APPROPRIATIONS.

There are authorized to be appropriated such sums as are necessary to carry out the provisions of this Act.

## STATEMENT OF HON. PETE V. DOMENICI, U.S. SENATOR FROM NEW MEXICO

Senator DOMENICI. Thank you very much, Mr. Chairman.

I would ask that my statement on each of these bills be made a part of the record. In the interest of time, I will just comment briefly.

Senator BINGAMAN. We will put it in the record.

Senator DOMENICI. I do want to comment on the letters from the two constituents alluded to by Senator Bingaman.

We have received the same. We are concerned. We have responded. And we will, I am sure, be able to work together to resolve the issues that were raised by the two property owners with reference to the Wild and Scenic designation.

All of these bills, in my opinion, are good bills and good for New Mexico, and I am very pleased and proud to be co-sponsor of all of them, to have introduced two of them. Frankly, we are very fortunate in New Mexico to have a very beautiful state with an awful lot of exciting history and archeology, especially the great Carlsbad Caverns. Clearly, this year we have an opportunity to do something significant in many of those areas of this bill.

I choose to comment on only three of them briefly. I have been thoroughly amazed, Mr. Chairman, with the Route 66 study act. When I introduced it, I had no idea that there was such a wealth of support for preserving some of this very historic vehicular traffic route that millions of Americans had used. I have probably now gotten more comment around the country on that than any bill I have recently been a part of in many years. It will be a tough job, but I think it is important that the Park Service study the potential for keeping part of this. We have done that for some of the ancient systems that clearly did not have as much traffic or as much impact on the history and culture of this country, and it would be a shame not to preserve some of that.

The Lechuguilla Cave Study Act, I think that is an exciting one also. I do not believe we ought to let anyone in this country, individual or the Park Service, go at this alone and just decide for themselves what they are supposed to do, because we have very differing views. So this bill would have them, in a very official way, evaluate the future of Lechuguilla Caves and to report to Congress who ought to have the say-so.

I am hopeful, Mr. Chairman, before we finish that bill that we will be able to ask the experts and the local community just an additional question on Lechuguilla; and that is, while we are at it and doing some studying, whether or not we should study the modernization and bringing up to date of the Carlsbad Cavern use plan. That is the one that is operative today for the caverns themselves.

It is clear to me that it is pretty old in terms of time, and it may be outdated in terms of maximum preservation and use. So we might take this bill, and if there is not objection, just add a further provision that in the process of evaluating Lechuguilla, we will also bring modern and bring current the use plan for the caverns themselves. I think that would be helpful to everyone.

I will not comment on the others, except that it is a pleasure to have an agency of the Federal Government recommend a Wild and

Scenic River. They did. I compliment the Federal agency involved in that. When we received their recommendations, we introduced our bill, and I think we are ready to go, because they have done good work. It will be historic for us to accomplish it, as the Chairman has indicated, and I look forward to being a part of dedicating that some day, because it is part of our heritage and something good for us to be doing.

Thank you very much, Mr. Chairman.

[The prepared statement and additional material submitted by Senator Domenici and the prepared statement of Senator Wallop follow:]

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# STATEMENT OF SENATOR PETE V. DOMENICI

ON

S. 558, THE LECHUGUILLA CAVE STUDY ACT OF 1989

S. 963, THE ROUTE 66 STUDY ACT OF 1989

S. 560, THE BOOTS AND SADDLES TOUR STUDY ACT OF 1989

S. 818, A BILL TO AUTHORIZE A STUDY ON METHODS TO PAY TRIBUTE TO THE LATE SENATOR CLINTON P. ANDERSON

S. 855, THE CAVE RESEARCH INSTITUTE ACT OF 1989

AND

S. 940, THE JEMEZ AND PECOS RIVERS WILD AND SCENIC RIVERS ADDITION ACT OF 1989

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SUBCOMMITTEE ON PUBLIC LANDS, NATIONAL PARKS AND FORESTS

COMMITTEE ON ENERGY AND NATURAL RESOURCES

UNITED STATES SENATE

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June 21, 1989

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Mr. Chairman, today the Subcommittee on Public Lands, National Parks and Forests will examine six bills of great interest to the citizens of New Mexico. These bills are:

- * S. 558, The Lechuguilla Cave Study Act of 1989;
- * S. 963, The Route 66 Study Act of 1989;
- * S. 560, The Boots and Saddles Tour Study Act of 1989;
- * S. 818, A bill to authorize a study on methods to pay tribute to the late Senator Clinton P. Anderson;
- * S. 855, The Cave Research Institute Act of 1989; and
- * S. 940, The Jemez and Pecos Rivers Wild and Scenic Rivers Addition Act of 1989.

I introduced the Lechuguilla Cave and Route 66 Study Acts and cosponsored the other four bills before the Subcommittee today, S. 560, S. 818, S. 855, and S. 940, which were introduced by Senator Bingaman.

The residents of New Mexico are fortunate to live in a State of such magnificent natural beauty, rich history, and unique culture. These bills enjoy the support of many New Mexicans who wish to protect our State's beauty, history, and culture. It is a tribute to the people of New Mexico that so many of them want to preserve portions of our State so that future generations can continue to enjoy the New Mexico that we know and love today.

Mr. Chairman, I appreciate your strong support for efforts to preserve the natural, historic, and cultural heritage of our Nation, particularly the heritage of New Mexico. I also want to thank you for holding early hearings on these bills, which will will improve the scenic, recreational, and cultural opportunities for the citizens of New Mexico and visitors to the State.

## S. 558, THE LECHUGUILLA CAVE STUDY ACT OF 1989

The Lechuguilla Cave Study Act of 1989, S. 558, will authorize the Department of the Interior to conduct a study of methods to protect and interpret the internationally significant Lechuguilla Cave at Carlsbad Caverns National Park in New Mexico.

The study will focus on the feasibility of two different alternatives: (1) constructing facilities to provide public access to the cave; and (2) designating the cave as wilderness.

Although the existence of Lechuguilla Cave has been known for over 75 years, for most of that time it was considered just another minor cave in Carlsbad Caverns National Park, which contains 75 caves.

Recent explorations of Lechuguilla Cave, however, have turned up amazing new information about the cave that has captured the interest of cave enthusiasts from around the world.

The new discoveries at Lechuguilla Cave are among the most remarkable and exciting cave discoveries of this century. They have prompted the National Speleological Society to describe Lechuguilla Cave as possibly the finest cave in America.

The recent explorations of Lechuguilla Cave have established that the cave is over 36 miles long, making it the 7th longest cave in the U.S. and the 15th longest in the world. At over 1500 feet deep, it is the second deepest cave in the U.S.

Taking into account both its length and its depth, Lechuguilla Cave is the longest "deep cave" -- greater than 1000 feet deep -- in the country and probably contains more passage below 800 feet than all the other deep caves in the country combined.

Lechuguilla Cave is filled with awe-inspiring gypsum deposits and formations, such as 15-foot-long gypsum crystal "chandeliers," delicate gypsum "flowers," gypsum threads as fine as angel's hair, cave pearls, "popcorn," gigantic "soda straws," and billowy cloud formations. Because of these features, it has been said that Lechuguilla contains the best display of gypsum speleothems in the world.

The exploration of Lechuguilla Cave has attracted international attention. In a recent expedition into the cave, a team of Soviet spelunkers accompanied National Park Service personnel. The Soviets stated that Lechuguilla Cave is truly a world-class cave and compares very favorably to the best caves in Africa, Europe, and the Soviet Union.

Since introducing this legislation, I have heard from cave enthusiasts all over America. They are excited about Lechuguilla Cave and want to see it protected. I agree that we need to develop a plan for protecting and interpreting this magnificent resource. The study that will be authorized by this bill will set that process in motion.

I have become convinced, however, that the study should not focus solely on Lechuguilla Cave, but should encompass all 75 caves within the boundaries of Carlsbad Caverns National Park. It may be that the National Park Service will want to develop additional caves for general visitation, designate some caves for specialized tours, and restrict access to others. The National Park Service, therefore, should be directed to update its General Management Plan for Carlsbad Caverns National Park. As part of that update, the National Park Service should inventory all the cave resources within the park and develop a unified proposal for the protection and interpretation of these resources.

Accordingly, when the Committee marks up the Lechuguilla Cave Study Act, I intend to offer an amendment to expand the scope of the study to mandate a new General Management Plan for Carlsbad Caverns National Park and an analysis of the most appropriate way to protect and interpret all the caves within the boundaries of Carlsbad Caverns National Park.

## S. 963, THE ROUTE 66 STUDY ACT OF 1989

S. 963, the Route 66 Study Act of 1989, will direct the National Park Service to conduct a feasibility study to determine the best ways to preserve, commemorate, and interpret historic U.S. Route 66.

At one time, Route 66, stretching over 2,200 miles for the corner of Michigan Avenue and Jackson Boulevard in Chicago to the Pacific Ocean at Santa Monica, was the most famous highway in America. Officially, designated in 1926, Route 66 became the first completely paved highway across the western United States in 1938. Like a modern-day Santa Fe Trail, it carried thousands of migrating Americans to the West. It also allowed vacationers to travel to previously remote areas of the Southwest and the Far West.

Route 66 represents a by-gone era in America -- an era when travel was more of a leisurely adventure, when a trip across the country was a journey of discovery from town to town, not interchange to interchange. Because Route 66 ran through so many small towns across the West, it gained the nickname "America's Main Street."

Route 66 has been memorialized in books, songs, motion pictures, and television programs, and has become a cherished part of American popular culture. John Steinbeck christened it the "Mother Road" as the Joads traveled from the Dust Bowl to California on Route 66 in his classic novel of the Depression, "The Grapes of Wrath." It also was the subject of a popular television series in the 1960's. But when most Americans think of Route 66, they probably are reminded of the famous song by Bobby Troup, "(Get Your Kicks On) Route 66!"

Unfortunately, Route 66 is fast fading from the landscape of America, having been superseded by the superhighways. However, one can still see vestiges of the highway and the gas stations, curio shops, restaurants, motels, and other facilities that were situated along the highway to service travelers.

The idea of preserving Route 66 has generated a great deal of interest across the country. My office has received letters and phone calls from people who have heard about the effort to preserve Route 66 and who want to lend their support. Each of these persons has an interesting personal experience to relate about Route 66, which demonstrates that Route 66 was more than a road, it was a common cultural experience for a generation of Americans.

Route 66 preservation organizations have been formed in a number of States. These organizations include the New Mexico Route 66 Association, Save Route 66 -- based in New Mexico, the Historic Route 66 Association of Arizona, the Route 66 Association of Illinois, and the Route 66 Association -- a national group headquartered in Oxnard, California.

Recently, 7 segments of Route 66 within the boundaries of the Kaibab National Forest in Arizona were added to the National Register of Historic Places.

S. 963 will direct the National Park Service to study the significance of Route 66, its history, and its place in American culture, and report on ways to preserve what remains of the highway and the facilities associated with it. The study will examine preservation not only by the government, but by private sector as well. Each of the 8 States along Route 66 will have a representative on the study group.

I am pleased to be joined in this effort by my distinguished colleagues, Senators Bingaman, Bond, Boren, Cranston, DeConcini, Dixon, Dole, Nickles, and Simon.

## S. 560, THE BOOTS AND SADDLES TOUR STUDY ACT OF 1989

S. 560, the Boots and Saddles Tour Study Act of 1989, will direct the Secretary of the Interior to conduct a study of methods for the preservation of 8 historic military forts in New Mexico.

Located along the trails that guided thousands of travelers, settlers, and soldiers across the rugged New Mexico terrain, these outposts played a key role in the European settlement of the American frontier, providing way stations on the trail to the West. They also were an essential part of a darker episode of American history -- the subjugation of the American Indian.

The dry climate and sparse population of New Mexico has preserved many of these forts and historic trails, leaving remnants of days gone by for the public to view. But, due to the forces of nature and man, these historic landmarks are slowly being obliterated from the New Mexico landscape. These forts should be nationally recognized for their historic significance and their contribution in settling the western frontier.

The bill will authorize the Secretary of the Interior, through the Bureau of Land Management and the National Park Service, to conduct a 1-year study of 8 historical forts that were used during the Civil War and the Indian campaigns.

The forts to be included in the study are:

Fort Bayard: Now a hospital, this fort, which played a major role in the campaigns against Geronimo, was established as the Nation's original Indian reservation by President Grant, and its cemetery is now a National Cemetery.

Fort Craig: Built in 1854 to protect travelers between El Paso and Albuquerque, it was the largest Civil War fort in the West and the largest Civil War battle in New Mexico occurred just north of the fort.

Fort Cummings: Fort Cummings protected the stagecoach route between San Diego and San Antonio, Texas and was also used as base during the Apache Wars.

Fort McRae: The mission of this fort was to prevent the Apache and Navajo from using the Jornada del Muerto trail.

Fort Seldon: Fort Seldon protected settlers and travelers from the dangers of the frontier and was once home to Douglas MacArthur.

Fort Stanton: This fort was occupied by both Union and Confederate troops during the Civil War, was subsequently used as a staging point by Kit Carson in his campaigns against the Apache and the Navajo, and was once commanded by Black Jack Pershing. It is now a school for the mentally handicapped.

Fort Sumner: An outpost for the U.S. Cavalry during the campaigns to repress Indian resistance to increased American expansion, it is most famous as the site where Sheriff Pat Garrett killed "Billy the Kid."

Fort Union: Fort Union was a major outpost guarding the Santa Fe Trail and was the principal quartermaster depot for the Southwest.

The study will focus on the feasibility of establishing vehicle tour routes and hiking or horseback-riding trails linking the forts. Visitors could reach the forts via existing roadways or, if more time was available, could hike or ride on horse-back along the same trails that travelers used to reach the forts in the 19th century.

This exciting proposal is based upon the Masau Trail that I established last Congress in the El Malpais bill, Public Law 100-225. The Masau Trail is an automobile touring route linking the riches of our many historic, cultural, and natural sites in northwestern New Mexico: Aztec Ruins, Bandelier, El Malpais, El Morro, and Pecos National Monuments, Chaco Culture National Historic Park, various Indian pueblos, and other important sites.

I am pleased that this innovative concept is being adopted for the interpretation of other areas.

## S. 818, A BILL TO AUTHORIZE A STUDY ON METHODS TO PAY TRIBUTE TO THE LATE SENATOR CLINTON P. ANDERSON

S. 818 will authorize a study on methods to pay tribute to the late Senator Clinton P. Anderson of New Mexico for his significant contribution to the establishment of a national wilderness preservation system.

In 1973, I came to serve in this body when Senator Anderson retired after a lifetime of service to New Mexico and the Nation. Senator Anderson served in the United States House of Representatives from 1941 to 1945, when he resigned to become Secretary of Agriculture. In 1948, he was elected to the Senate, where he served for 24 years. Senator Anderson left a large legislative legacy, the most famous of which is the Wilderness Act of 1964.

This year marks the 25th anniversary of the Wilderness Act, which established the national wilderness preservation system. Earlier this year, I introduced Senate Joint Resolution 67 to commemorate the 25th anniversary of the Wilderness Act by designating the week of September 3-9 as "National Wilderness Week." This measure was approved by the Senate earlier this month.

Last month, to celebrate the anniversary of the Wilderness Act and to discuss the future of wilderness in our Nation, I sponsored a Public Lands Forum on Wilderness Issues at the University of New Mexico in Albuquerque.

Senator Anderson, who was Chairman of the Senate Interior Committee at the time, introduced the bill that was to become the Wilderness Act. Its passage culminated 16 years of study and debate on the preservation of wilderness.

Stewart Udall, Secretary of Interior under President John F. Kennedy, once stated, "When Clinton Anderson of New Mexico became chairman of the Interior Committee in 1961, the

Wilderness Bill had a tenacious advocate who would not be denied." Senator Anderson's dedication to the wilderness concept arose, in part, from his long friendship with Aldo Leopold, the New Mexico forester who helped designate the Nation's first wilderness -- the Gila in New Mexico -- in 1924.

Because of the Wilderness Act that Senator Anderson championed, our Nation now has nearly 91 million acres preserved as wilderness in 474 areas, areas "where the earth and its community of life are untrammeled by man, where man himself is a visitor who does not remain."

I am pleased to have played a role in the designation of approximately 1 million acres of wilderness in New Mexico and the creation of 3/4 of the wilderness areas in the State.

Of course, the Wilderness Act is only the most famous of Senator Anderson's public lands legislation. It is worth remembering that Senator Anderson was a recognized leader of public lands legislation far beyond the Wilderness Act. He understood that there must be a balance in our public lands management, that we must be guided by the principle of multiple use. He worked to establish the Outdoor Recreation Review Commission, the Multiple-Use Sustained-Yield Act of 1960, and other measures.

Two books deal with his life and accomplishments and would serve as a good starting point for any study. They are his autobiography, titled Outsider in the Senate, and Conservation Politics -- The Senate Career of Clinton P. Anderson, written by our present Senate Historian, Richard Baker.

I understand that the Forest Service will make a recommendation that we by-pass the study that Senator Bingaman and I have proposed and that we name a scenic vista in the Gila National Forest after Senator Anderson. I am interested in hearing more about this proposal.

Regardless of what form the final bill takes, it is fitting that we remember the contribution that Senator Clinton P. Anderson made to the passage of the Wilderness Act as we celebrate the Act's twenty-fifth anniversary this year.

## S. 855, THE CAVE RESEARCH INSTITUTE ACT OF 1989

The Cave Research Institute Act of 1989, S. 855, will authorize the establishment of a Cave Research Institute at Carlsbad Caverns National Park in New Mexico. The Institute will provide for the comprehensive evaluation of cave resources and methods for their protection and interpretation. The institute will serve as a center for the study of caves throughout the Nation and as a resource for information on cave geology and speleology.

It is fitting that the Cave Research Institute be centered at Carlsbad Caverns National Park. Carlsbad Caverns, the only National Park in New Mexico, is a truly world-class site. There are currently 75 known caves within the Park, including Lechuguilla Cave, which recent explorations have disclosed is the longest deep cave in the United States.

Carlsbad Caverns National Park attracts visitors from around the world and is very important to the economy of the City of Carlsbad and the entire southeastern region of New Mexico. It is estimated that the Park adds $40 million per year to the area economy. The Cave Research Institute will add to the attraction of the park.

S. 855 complements the Lechuguilla Cave Study Act, S. 558, which I introduced earlier this year and which the Subcommittee is also examining today. These two bills will reaffirm Carlsbad Caverns as one of the premier sites in the world for the study, exploration, and enjoyment of caves.

## S. 940, THE JEMEZ AND PECOS RIVERS WILD AND SCENIC RIVERS ADDITION ACT OF 1989

S. 940 will designate segments of the Pecos River and of the East Fork of the Jemez River in New Mexico as components of the Wild and Scenic Rivers System.

Last year marked the 20th anniversary of the Wild and Scenic Rivers Act. The first Wild and Scenic River in the Nation was a portion of the Rio Grande in northern New Mexico. New Mexico marked the anniversary of the enactment of the Act and the designation of the Rio Grande with the passage of legislation that Senator Bingaman and I worked on to designate 24.6 miles of the Rio Chama as part of the Wild and Scenic Rivers System.

The designation of the Rio Chama gave New Mexico a total of approximately 78 miles of Wild and Scenic Rivers. Approximately 53 miles of rivers in New Mexico are original components of the Wild and Scenic Rivers System. These 53 miles encompass about 49 miles of the rugged Upper Rio Grande River and the lower 4 miles of the Red River feeding into the Rio Grande near Questa, New Mexico.

Now, after a period of careful consideration and public review, S. 940 will protect segments of two more rivers for the benefit and enjoyment of present and future generations. It will add 31.5 miles to the system in New Mexico -- 11 miles of the East Fork of the Jemez River and 20.5 miles of the Pecos River, both located in the outstanding scenery of the Santa Fe National Forest. The designation of these two rivers is a commendable way to begin the second twenty years of the Wild and Scenic Rivers System in New Mexico.

The Wild and Scenic Rivers Act provides the criteria for qualification as a Wild and Scenic River. A river must "possess outstandingly remarkable scenic, recreation, geologic, fish and wildlife, historic, cultural, or other similar values." These two river segments fulfill these criteria and will be worthy additions to the Wild and Scenic Rivers System.

The East Fork of the Jemez River originates in the Valles Caldera as a small, meandering stream in the vast crater. It passes through Valles Rhyolite cliffs, a sheer-walled canyon, on its way to its junction with the Rio San Antonio, where the Jemez River is formed. This river segment passes through the heart of the Jemez Mountains' most popular recreation area.

S. 940 will designate 5 miles of the East Fork as a "scenic river," 4 miles as a "wild river," and 2 miles as a "recreational river."

The Pecos River, famous in the folklore of the frontier, flows out of the Pecos Wilderness through rugged granite canyons and waterfalls and passes by small, high-mountain meadows. It is one of New Mexico's most heavily used trout streams.

S. 940 would designate 13.5 miles of the Pecos River as a "wild river," and 7 miles as a "recreational river."

With the designation of these river segments, New Mexico will have segments of 5 rivers as part of the system, which now includes portions of more than 70 rivers nationwide. Currently there are more than 7,300 miles in the National Wild and Scenic Rivers System.

I would like to add, as there was some concern expressed by property owners along the river, that this legislation does not intend to divest property owners of any rights that they currently have. I have been assured by the Forest Service that individuals who own land along the river will continue to be able to use and develop their property as they have in the past.

Mr. Chairman, I hope that the Committee will give its quick approval to each of these bills, as they will help preserve the natural, historic, and cultural heritage of New Mexico.

March 10, 1989

[illegible] MAR 14 [illegible]

Senator Pete Domenici
434 Dirksen Building
United States Senate
Washington, D. C. 20510

Jim T. Hyatt
Star Route 2, Box 25
Deming, New Mexico 88030

Dear Senator Domenici,

I am writing in reference to the bill entitled, "Boots and Saddles". I have just become aware that you had not been informed that portions of Ft. Cummings, which are included in this study, are on our private land. Our concern is that further publicity released about the fort will cause increased vandalism and destruction. If Ft. Cummings remains a part of this bill, the value of the fort, as well as our ranch, will erode.

In the past, access to Ft. Cummings has not been denied even though the majority of the buildings lie on private land. We are in no way opposed to the restoration of Ft. Cummings but until other arrangements are made, I feel that the public should not be invited onto my private land.

We appreciate your concern on this matter and will be glad to meet with you to discuss the future of Ft. Cummings.

Sincerely,

Jim T. Hyatt

Jim T. Hyatt
Deming, New Mexico

APR 25 1946

# "ROUTE 66!---"

©CIE pub. 3280

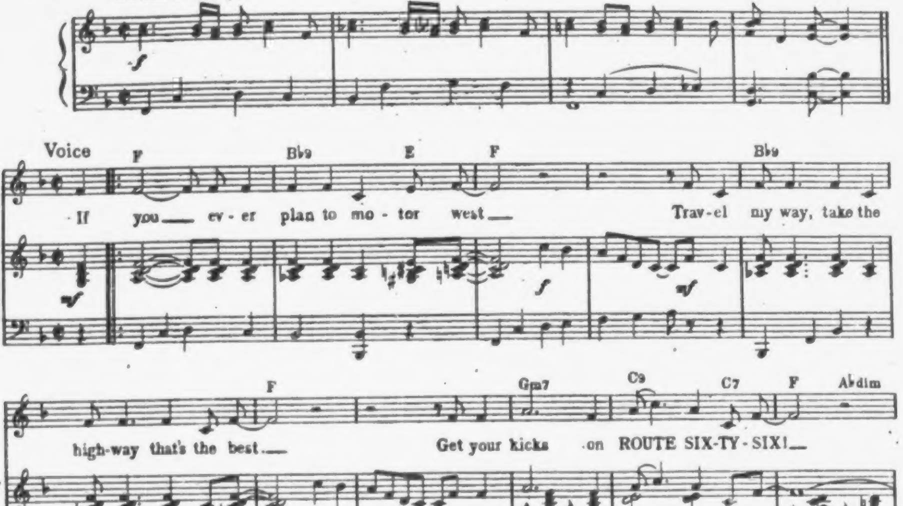
BY **BOB TROUP**

AS RECORDED FOR CAPITOL RECORDS BY KING COLE TRIO

* * *

## Get Your Kicks On
# "Route 66!..."

Words and Music by
BOB TROUP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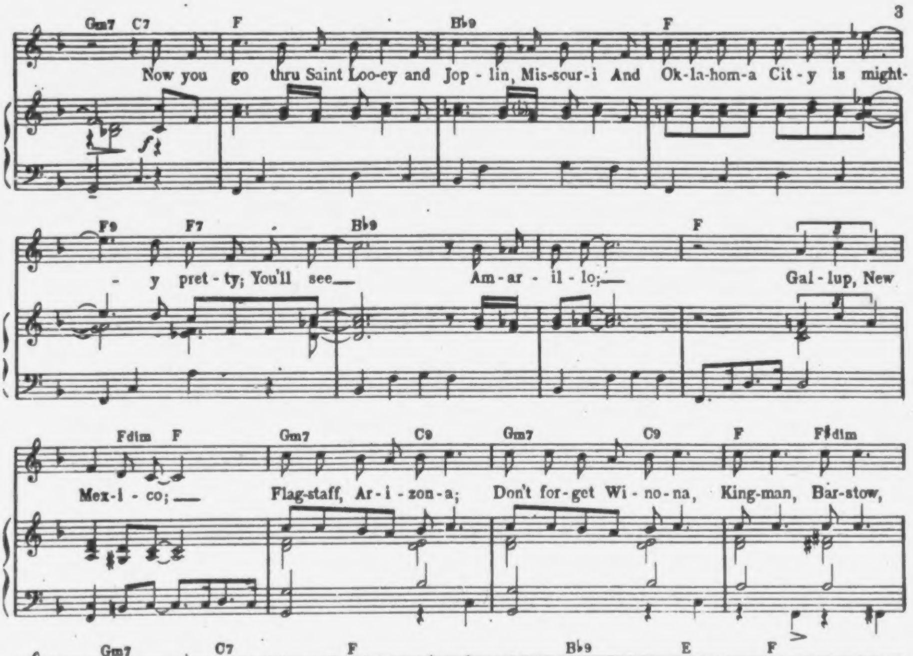
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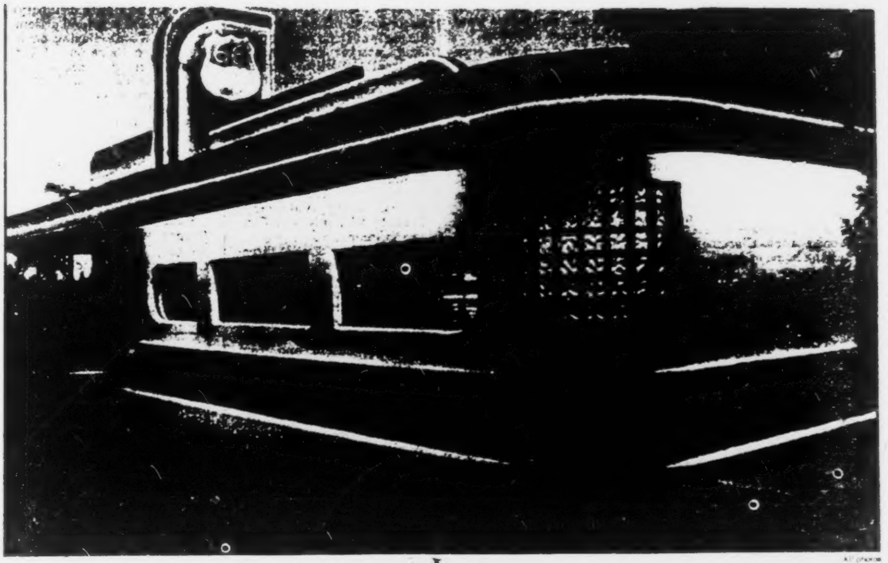

AP photos

Route 66 still lives on at the 66 Diner, which is still a popular eating spot in Albuquerque

# U.S. Route 66 — a legend

By Sue Major Holmes

© The Associated Press

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ALBUQUERQUE — It wasn't the only way West, but for many people U.S. 66 became a sentimental journey that put the highway on the map forever, even though it officially doesn't exist today.

"Get Your Kicks On Route 66," the old song went. And in the days of black and white television, two young men in a sports car roamed the highway.

The route officially was born in the 1920s, when a national association assigned numbers to roads. The same association took it out of service in 1985, when it had been superseded by three superhighways.

But by then, U.S. 66 had become such a part of Americana that the state of Oklahoma auctioned off some old Route 66 signs for up to $870 each.

Now the University of New Mexico Press has reprinted "A Guide Book for Highway 66" in a facsimile of the original nearly pocket size 1946 edition. The original sold for $1; the facsimile sells for $6.95.

The guidebook, written by Jack D. Rittenhouse, is like a snapshot of America beginning to stretch its legs just after World War II.

In 1946, the publication was billed as "the first complete guide book ever published covering a transcontinental highway ... containing historical data, road information and accommodations, all in one volume."

Jack D. Rittenhouse

Rittenhouse, 76, who retired from UNM Press a decade ago, said U.S. 66 served as the Santa Fe Trail of its era, bringing people and goods West.

"U.S. 66 has an emotional tug on people," he said.

Groups in recent years have pressed for recognition of the old route. Sen. Pete Domenici, R-N.M., earlier this month introduced the Route 66 Study Act, which would direct the National Park Service to study the highway's significance and find some way to preserve what remains of it.

"Midwesterners would go to California on vacation on the highway. It became a sentimental watershed. 'That was the year we took the big vacation,'" Rittenhouse said.

He traveled the route several times prior to writing his guidebook, including a trip from St. Louis, Mo., to California on his honeymoon.

Rittenhouse studied maps and WPA guides and got information from chambers of commerce, then wrote a rough draft of the book.

In March 1946, he loaded up his 1939 American Bantam coupe — one of the first mini cars made in the United States — and set out to check grades and altitudes with an altimeter, review his hand-drawn maps and pinpoint gas stations along the route.

Rittenhouse kept a pad of yellow paper in the passenger seat, on which he noted mileage and points of special interest. He typed them up each night on a portable typewriter.

He drove the route at 35 mph, which had been the mandated speed limit for the nation in World War II.

Rittenhouse said long-distance travel wasn't undertaken lightly in those days when tires, radiators and cars in general weren't as reliable as they are today. Still, he remembers his own trip as uneventful.

U.S. 66 was a good paved two-lane road along its entire 2,2[illegible]-mile length from Chi-

Please see Route 66, Page 64

# Route 66

From Page 7A

cago to Los Angeles, Rittenhouse said.

"People in the East were a little doubtful," he said. "Are there Indians? Will I get held up? Will I run out of gas, get stranded in the desert? Will my car make it over the mountains?"

His book offered a day-by-day, town-by-town, gas station-by-gas station guide to traveling the highway from East to West, replete with notes about where the road twisted sharply upward, where it passed over bridges, where it was straight and where it was not, where deep washes presented short grades, where there were roadside areas and historical markers.

The guidebook showed no point along the entire route was more than 25 miles from a gas station, and "this by itself would be reassuring," Rittenhouse said.

It contained driving tips: "On long mountain grades, don't attempt to climb everything in high; shift gears and shift in plenty of time. Going downgrade, don't coast in neutral, but keep your car in gear and it won't get out of control."

For "Dining En Route," it advised that "East of the Mississippi there are many excellent cafes, even in the small towns. This is not the general rule along western cross-country highways, although occasionally very excellent food is obtainable."

The guide listed whether every town had facilities for travelers — gas stations, garages, hotels and "tourist courts," now known as motels.

It offered some information about sites in larger communities. For example, it listed Springfield, Ill., as the home of Abraham Lincoln; St. Louis as having a municipal opera, zoo, art museum and Major League baseball.

It gave bits of history, such as the Civil War Battle of Carthage, Mo., between the Missouri Volunteer Infantry (Union) and 4,000 Missouri State Guardsmen (Confederate), which "ended in the flight of the Northern forces." It mentioned that Claremore, Okla., was the home of comedian Will Rogers, who was killed in an Alaskan airplane crash in the then-not-too-distant year of 1935.

The guidebook cited the nearly 1,000 oil derricks in the southwest part of Oklahoma City and a 32-story bank building which "can be seen from all approaches to the city."

It noted U.S. 66 passed through territory made famous in books, including John Steinbeck's the "Grapes of Wrath" (available in a 25-cent edition), which gave "many fine descriptions of scenes along U.S. 66" while telling about an Oklahoma farm family's journey to California.

Rittenhouse's note on crossing the Oklahoma-Texas state line: "At once the road improves."

The guidebook said that once past Amarillo, Texas, "you enter the true West."

"Your trip takes you over the old staked plains, past legendary mountains, up to an altitude over 7,000 feet, through Indian country and cattle ranges, past the haunts of Billy the Kid and other outlaws, into the city of the conquistadores, Albuquerque, New Mexico's metropolis."

The population of New Mexico's metropolis was then 35,449. Its metropolitan area was 65,000.

The route traveled beyond Albuquerque through Laguna Pueblo, "the only major pueblo visible from U.S. 66;" the lava flow of El Malpais near Grants, "the most recent lava flow in the United States" since Hawaii was not then a state, and Gallup, "a great Indian trading center."

ROUTE US 66 An American Adventure SM

## STILL THE WAY WEST

Route 66 was never an ordinary road. From its commissioning in 1926, the first highway to link Chicago with Los Angeles, US 66 was to townspeople along the route and travelers alike, something special. Given to a kind of prophetic hyperbole, the Automobile Club of Southern California soon began calling Route 66 "the most magical road in all the world." And by any standard, that's what it became.

Swinging southwest by west from Lake Michigan, US 66 crossed the rivers, plains, mountains, deserts and canyons of eight states and several tribal reservations before ending 2,448 miles later on a bluff above the Pacific. Yet the original roadway remained, as did most American highways of the day, a transcontinental rut that was often more barrier than avenue. Even Lindbergh's solo flight across the Atlantic was made with greater ease than a cross-country trek by automobile. Travelers who made it as far as the Great Mojave frequently loaded their vehicles onto railroad flatcars rather than risk a desert break-down.

Still, the road that became America's Main Street was nothing if not commercial. An intense lobbying effort by the original US 66 Highway Association soon created, from a patchwork of farm-to-market roads and old trails, a single, paved, well-marked highway. More importantly, the Association transformed that highway into something else as well: the idea that Route 66 itself is an experience independent of any destination.

That idea is what changed a more convenient way to cross the country into a different purpose for going. The excitement of being on the road became as important as any arrival, and a few days travel on Route 66 became a tour of the highway itself. That's when the sizzle caught up with the steak.

By the mid-1930's, the highway had begun to assume mythical proportions: it had become the way west. And more. First it was John Steinbeck, who recognized a nurturing quality in Route 66, and termed it "the mother road," forever embedding the highway and the Joad family in the nation's consciousness. After World War II, it was Bobby Troup's turn. His musical triptic for getting your kicks on Route 66 has since been recorded by nearly everyone from Bing Crosby to the Rolling Stones. But it was Nat King Cole who changed the way an entire nation would pronounce the name. After Cole's recording, it would be 'root sixty-six' forever. Then, during the 1960's, the road became even more famous, earning top billing in the literate and successful TV series, ROUTE 66, created by Stirling Siliphant, and propelled across the continent by Nelson Riddle's magnificent road theme.

In the process, US 66 became much more than a highway. For the millions who traveled her [and the millions more who still want to], the road was transformed from a concrete thoroughfare into a national symbol: a vital life-sign for us all. A pathway to better times — seldom found, but no less hoped for. Route 66 came to represent not only who we were as a people, but who we knew we could be. Not a bad thing to find in a road.

Route 66 Association • Post Office Drawer 5323 • Oxnard, California 93031

But change has come to old Route 66 — as it has to all who traveled her. Abandoned in many places, reduced to the homely duties of 'frontage road' in others, her magic double digits have been given away, her job taken over by a homogenized fast-food freeway. So, with the final stretch of I-40 completed in 1985, and the decision to remove all trace of the US 66 route markings, the upbeat road rhythms have become a dirge. And this time we risk losing a great deal more than just another obsolete highway — this time we are losing something of ourselves.

Does it make any difference that the grand old highway has been stripped of her familiar purpose, her way of always being there? Does it make any difference to anyone not living close by old Route 66? As a matter of fact, it does. The ROUTE 66 ASSOCIATION, a national group of unpaid volunteers and supporting members, has been formed by Dr. Tom Snyder, a therapist-writer from Southern California. The group's primary aim is to re-create the shared sense of adventure and romance that once was part of touring Route 66. The Association wants everyone to know that the old road still offers what it always has to the true seekers: those who want to drive through this country of ours, and not simply past it.

"Old 66 is still with us, in fact as well as in spirit," Snyder says. "Everything people found in this highway is alive and well. All we need to do is offer the touring public the opportunity to re-discover the road — and to discover something more of themselves in the process. That's what Route 66 has always been about."

Asked how the project came to be, Snyder explains that it started as a labor of love. "But then," he admits with a smile, "things just seemed to get out of hand." At the time, no one in the group realized how scarce material would be, or how much would need to be done to acquaint local leaders with the great interest existing among travelers from Europe as well as this country. As a result, the Association has taken on the larger tasks of working directly with community organizations to restore the feeling of old US 66, and to re-sign local sections of the road with a uniform version of the original embossed-steel route markers.

For a small, all-volunteer group operating largely on personal funds, the work regularly threatens to overwhelm its limited base of support. That's why the group is now searching for marketing and media professionals who also feel a strong commitment to the old highway and what it has meant to three generations of Americans.

"There's a tendency in this country to throw people, structures and social values away too quickly," Snyder continues. "It's important to take some personal responsibility in turning that around. So our current task is to develop a grassroots organization of townspeople along the route and travelers everywhere. Then, if we mix in some inventiveness and tasteful nostalgia, the rest will soon take care of itself." He stops to trace the faded old route across a large map of the United States.

The thin, wavy line is frail against the vast distances, often cut through by the double-barreled Interstate. Sure it's a lot to do," Snyder says, smiling again, "but there must be many others out there who are willing to put something of themselves into this work. If we can start pulling together, the job will get done. Old Route 66 will live again."

- END -

FOR MORE INFORMATION ON THE ASSOCIATION'S WORK, VOLUNTEER OPPORTUNITIES AND CONTRIBUTING MEMBERSHIPS, PHONE [805] 485-9923 OR WRITE: ROUTE 66 ASSOCIATION, P.O. DRAWER 5323, OXNARD, CA 93031.

STATE OF NEW MEXICO
**Economic Development & Tourism Department**

**Garrey Carruthers**
Governor

Joseph M. Montoya Building
P.O. Box 20003
1100 St. Francis Drive
Santa Fe, New Mexico 87503
Phone: 827-0300

**John Dendahl**
Cabinet Secretary

The Honorable Pete V. Domenici
U.S. Senator
434 Dirksen Building
Washington, D.C. 20510

June 15, 1989

Dear Senator Domenici:

Thank you for asking for my thoughts on the Route 66 Study Act of 1989.

This past February nearly 40 of us Federal, state and local government officials and tourism businesspeople listened to Dr. Tom Snyder, President of the Route 66 Association, describe "five enormous chunks" of what used to be called 'America's Main Street' remaining in New Mexico. Afterward, singer-songwriter Michael Martin Murphey of Taos enthralled us with his performance of Bobby Troupe's 1946 hit song "Route 66", which will be released as a single later this summer. Murphey used his performance to announce that he was soon going to produce a six-minute music video of the song using several New Mexico communities along the historic route as backdrops. Copies of **New Mexico Magazine**'s February, 1989, theme issue, which focused on old Route 66, were distributed to each of us at his conclusion.

The occasion of all this was a meeting organized by Judi Snow, Executive Director of the Gallup Convention & Visitor Bureau. Many of us during the past year had expressed an interest in seeing if there was any enthusiasm in New Mexico in organizing a statewide effort to identify, preserve and promote our portion of historic Route 66.

Indeed there is. Dr. Snyder also advised us that there is similar interest in Arizona, California, Oklahoma and Illinois.

If the popular and successful Main Street USA funding program could be tied into the Route 66 project, there is the potential to transform the historic route into an in-transit travel corridor upon which "getting there (really)is half the fun". 'There' could be any destination along the way. The highway could become the equivalent of the cruise-ship-as-concrete, reviving mom-and-pop motels and businesses as 'quaint travel experiences' throughout Small Town America. Domestic and foreign travelers who already embrace the vestigial Old West from those Hollywood movies starring Randolph Scott, Gene Autrey and Roy Rogers, will eventually expand this romantic embrace to hug the art deco history of America in the 1930s and '40s.

Representatives of the National Trust for Historic Preservation informed me at a regional advisors meeting in Las Vegas, New Mexico, in March, 1988, that I was the first state tourism official who acknowledged the value of the historic preservation movement to the national tourism industry and the potential they hold for our country. While I knew then that there had been others who had acknowledged that, the remark still serves to remind me that most people today are unaware of this relationship.

I think that you will find that widespread public support for your bill not only already exists, but that there are tourism organizations already forming to assist the National Park Service with the proposed feasibility study. This first happened with the national historic trail legislation for the Santa Fe Trail, and undoubtedly this shall continue on other historic preservation projects in the years to come. I hope that you will support them as well.

The New Mexico tourism industry stands ready today to help on the Route 66 project. When do we start?

Sincerely,

MICHAEL E. PITEL
Travel Writer & Marketing Analyst
(505) 827-0291

cc: Judi Snow
Dr. Tom Snyder

# Resolution

ENROLLED HOUSE
JOINT
RESOLUTION NO. 1029

BY: BREWSTER and FERGUSON of the HOUSE

and

HOOPER of the SENATE

**A JOINT RESOLUTION DIRECTING THE DEPARTMENT OF TOURISM AND RECREATION, THE DEPARTMENT OF TRANSPORTATION, THE OKLAHOMA HISTORICAL SOCIETY AND THE OKLAHOMA DEPARTMENT OF COMMERCE TO DESIGNATE OLD U.S. ROUTE 66 AS AN HISTORIC ROUTE AND TO PROVIDE TECHNICAL ASSISTANCE TO COORDINATE COMMUNITY EFFORTS IN PROMOTION, INTERPRETATION AND ECONOMIC DEVELOPMENT ENHANCEMENT ALONG OLD U.S. ROUTE 66; AND DIRECTING DISTRIBUTION.**

WHEREAS, the Legislature finds that old U.S. Route 66 served as a principal transportation link from the east coast to the west coast and Oklahoma is the point where east met west; and

WHEREAS, many small communities rose and flourished along the highway and many historic sites of interest remain along the route; and

WHEREAS, the state retains much of the old right-of-way and regional promotional efforts could help stimulate renewed interest in the route while encouraging economic development through numerous Oklahoma communities.

NOW, THEREFORE, BE IT RESOLVED BY THE HOUSE OF REPRESENTATIVES AND THE SENATE OF THE 1ST SESSION OF THE 42ND OKLAHOMA LEGISLATURE:

THAT the Oklahoma Transportation Commission designate old U.S. Route 66 as an historic route;

THAT the Oklahoma Department of Transportation place appropriate markers along said route;

THAT the Oklahoma Tourism and Recreation Department, the Oklahoma Historical Society and the Oklahoma Department of Commerce provide technical assistance to communities for the purpose of developing a coordinated program of promoting historical interpretation and economic development enhancement along the route;

THAT the Oklahoma Tourism and Recreation Department serve as coordinator for the cooperative efforts of the above-mentioned state agencies and the communities along old U.S. Route 66 until such time as an "Old U.S. Route 66 Association" is established to act in the capacity of coordinator;

THAT copies of this resolution be dispatched to the Oklahoma Department of Transportation, the Oklahoma Transportation Commission, the Oklahoma Tourism and Recreation Department, the Oklahoma Historical Society and the Oklahoma Department of Commerce.

Passed the House of Representatives the 9th day of March, 1989.

Jim R. Glover
Speaker PRO TEMPORE of the House of Representatives

Passed the Senate the 13th day of April, 1989.

President Pro Tempore of the Senate

OFFICE OF THE GOVERNOR

Received by the Governor this 17th
day of April, 1989,
at 3:00, o'clock p. M.

By: Robyn Hamm-Roberts

Approved by the Governor of the State of Oklahoma the 21st day of
April, 1989, at 3:18, o'clock p. M.

Henry Bellmon
Governor of the State of Oklahoma

OFFICE OF THE SECRETARY OF STATE

Received by the Secretary of State this 21st
day of April, 1989,
at 3:40 o'clock P. M.

Hannah D. Atkins

By:

HENRY BELLMON
GOVERNOR

1907

GLENN SULLIVAN
EXECUTIVE DIRECTOR

STATE OF OKLAHOMA
TOURISM AND RECREATION DEPARTMENT

May 26, 1989

RECEIVED [illegible] 1989

The Honorable Pete Domenici
United States Senate
Washington, D.C. 20515

Dear Senator Domenici:

I am writing in support of your introduction of the Route 66 Study Act of 1989. Oklahoma is already well on the way with plans for a similar study in regard to preserving and publicizing our portion of old Route 66.

Enclosed is a signed copy of the Joint Resolution declaring the Oklahoma portion of Route 66 an historic highway. The Department of Transportation will be installing signage to that effect along the entire 396-mile route.

We at the Department of Tourism have received a $3,000 grant from the National Trust for Historic Preservation to conduct a feasibility study on Route 66, and we are also laying the groundwork to organize and work with the approximately 40 communities along the Route to enhance Route 66 tourism.

We are in favor of federal legislation which supports or enhances the important efforts we have initiated in Oklahoma. In this connection, we feel that naming a proposed new interstate connecting Washington, D.C. with San Luis Obispo, California, "I-66" would be a mistake which undermines our ability and the ability of our neighboring states to preserve and promote the fabled "Main Street of America," HISTORIC Route 66.

Sincerely,

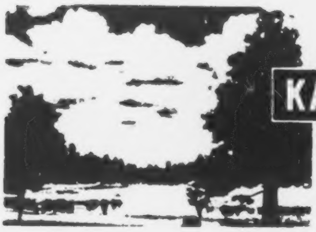
Glenn Sullivan

Glenn Sullivan
Executive Director

GS:pg

Enc.

500 WILL ROGERS BUILDING · OKLAHOMA CITY, OKLAHOMA 73105



U. S. DEPT. OF AGRICULTURE • FOREST SERVICE
KAIBAB National Forest
800 S. 6th Street
Williams, Arizona 86046
NEWS

Contact: Teri A. Cleeland, Assistant Forest Archeologist
(602) 635-2681 ext. 277

Date of Release: June 8, 1989 FOR IMMEDIATE RELEASE

### ROUTE 66 LISTED ON NATIONAL REGISTER

US Route 66 recently passed another milestone on the road to immortality when seven Arizona segments of the historic highway were entered onto the National Register of Historic Places. The National Register is the Nation's official list of properties worthy of preservation and recognition.

Bruce Noble, historian at the National Register in Washington DC who reviewed the nomination noted "This is the first National Register listing for any portion of Route 66 in the country."

Teri Cleeland, an archeologist for the Kaibab National Forest who prepared the nomination, said the highway is significant because of its role in the development of the West. "But more than that, Route 66 is an inseparable part of American popular culture in a bygone era. Perhaps more than any other highway in America, Route 66 symbolizes the adventure and romance of the open road, heading west toward new horizons."

The Kaibab National Forest, headquartered in Williams, Arizona, is eager to preserve Route 66 and also plans to interpret it for the public. According to Recreation and Lands Staff Officer Dennis Lund, "We are designing an automobile tour for a 15 mile stretch still open to traffic, and are also developing two mountain bike loop tours for abandoned sections of Route 66."

The seven segments of Route 66 now listed on the National Register represent the highway during several decades of improvement and realignment. They include three sections that are now abandoned and essentially appear as archeological sites. Three other segments are now back country roads. A stretch through Williams, Arizona represents Route 66 as the "Main Street of America," when it passed through countless small towns.

Historic designation through Williams is especially fitting because it was the last "Route 66" town in America to be bypassed. "When they opened Interstate 40 in 1984, we invited Bobby Troup to sing his song 'Get Your Kicks on Route 66' as a fond farewell to the old highway," said Mayor James Hoffman.

US Route 66 was officially decertified as a Federal highway in June 1985, but impressions of it remain on the landscape to remind us of the early days of automobile transportation in America, and an exciting era of national discovery.

SIXTH STREET MERCHANTS' ASSOCIATION, INC.
P. O. Box 4117
Amarillo, Texas 79116

May 26, 1989

Senator Pete Domenici
Senator Jeff Bingaman
Washington, D. C. 20510

Honorable Sirs:

The Sixth Street Merchants' Association, Inc. would like to lend our support to the Route 66 bill you are co-sponsoring. The attached clipping from our local paper informed us of your efforts.

Currently, we are using a $ 25,000 Community Development Block Grant to employ Ausland Architects of Austin to compile a comprehensive Master Plan for Amarillo's only remaining Route 66 Business District, Old San Jacinto. The project area is a thirteen block strip of retail and residential uses, including restaurants, antique shops, churches, homes and various other retail businesses.

The Association hopes to revitalize the area by implementing the resulting Master Plan. This should increase tourism and area visibility, as well as promoting local pride in this Historical Old San Jacinto Area.

We have the possibility of being nominated for the National Historic Register, if all goes well.

We would certainly like to be informed of your bill's progress. Please let us know if we can assist in this endeavor by sharing our enthusiasm or story. Good luck!

Sincerely,

Wayne Smith

Wayne Smith, President
Sixth Street Merchants'
Association, Inc.

WS/lr

Enclosure

cc: Sen. Lloyd Bentsen
Sen. Phil Gramm
Rep. Bill Sarpalius
Ausland Architects
Russell Wood,
Amarillo Chamber of Commerce
Amarillo City Commission

Malcolm Wallop

## Statement of Senator Malcolm Wallop

## on S. 558, S. 560, S. 818, S. 855, S. 940, and S. 963

June 21, 1989

Mr. Chairman, thank you for scheduling this hearing today on the six measures that affect New Mexico.

I know that both Senators Domenici and Bingaman have always been strong advocates for protecting the cultural and natural resources of New Mexico. While I thought the past good and diligent work of both Senators had already covered all of the available land in the state, I now note that they are beginning to work under the surface of New Mexico.

On a more serious note, the one issue that seems to be of some concern is that some individuals contend that because Lechuguilla Cave is underneath a wilderness area, it too is wilderness. To study the potential for wilderness would imply that the cave is not already listed in that category. Others contend that wilderness designation applies only to the surface of a designated area.

This is obviously an issue the Congress will need to address as we examine this legislation.

I look forward to hearing from today's witnesses and to working with Senator Bingaman and Senator Domenici on these bills.

Thank you, Mr. Chairman.

Senator BINGAMAN. Thank you very much.

We will start with Congressman Bill Richardson, who is a strong supporter of many of these pieces of legislation. We are very pleased to have you here and look forward to your testimony.

## STATEMENT OF HON. BILL RICHARDSON, U.S. REPRESENTATIVE FROM NEW MEXICO

Mr. RICHARDSON. Thank you, Senator Bingaman and Senator Domenici.

I think what you have emphasized is very important in the conduct of this hearing, and that is that we have a beautiful state. I would also add that on many of these wilderness, national park, wild and scenic rivers, there is very positive cooperation among us as a delegation and among our Park Service, and BLM, and Forest Service. It is not 100 percent all the time, but pretty close.

Let me just say that I would ask unanimous consent to insert my entire statement.

Senator BINGAMAN. We will include it all in the record.

Mr. RICHARDSON. Needless to say, I think the bills we have submitted, that Senator Domenici has submitted, deserve not just strong consideration, but early enactment. Certainly, the wild and scenic designation of the Pecos and the East Fork of the Jemez as part of the National Wild and Scenic System. As has been stated, the Forest Service supports it. I think it can be used for hiking, fishing, swimming, camping. This is, I think, a very popular initiative that I have already received many letters of support for this.

I believe also your bill on the Boots and Saddles that was introduced here in the Senate and the House companion is legislation that also promotes the economic development and scenic beauty of our state, a good combination. I support what you are doing with Lechuguilla Cave, the new Cave Research Institute, studying the management of this cave. I think it has to be done. I understand the mayor of Carlsbad has a task force that he has appointed to do the same thing. And once again, studying Route old 66, and the study on Senator Anderson's tribute.

Mr. Chairman, I know you are pressed for time, both of you, but I want to commend your efforts, both of you, for these initiatives. And we will try in the House to act expeditiously on all of these initiatives.

As I said, I think our priorities should be in getting them passed. I know that a lot of our public lands officials—Larry Woodard and Doug Faris—and I do not know if our Forest Service representatives are here, too, but I want to commend them for their efforts in helping us develop this legislation. I think without them we could not have done so.

So thank you both.

[The prepared statement of Mr. Richardson follows:]

## STATEMENT OF MR. RICHARDSON
## COMMITTEE ON ENERGY AND NATURAL RESOURCES
## SUBCOMMITTEE ON PUBLIC LANDS, NATIONAL PARKS AND FORESTS
## JUNE 21, 1989

Thank you, Mr. Chairman for the opportunity to testify before the Subcommittee on Public Lands, National Parks and Forests on these six New Mexico bills. These bills are important in preserving, studying and conducting research on some of the great natural resources in New Mexico. I want to state my particularly strong support for S. 940, to designate segments of the Pecos River and the East Fork of the Jemez River as part of our national wild and scenic rivers system. I have introduced the companion bill, H.R. 644, in the House.

The Pecos River, renowned in folk tales of the West, originates high in the Pecos Wilderness and descends through rugged granite canyons alternating with mountain meadows in small, beautiful high elevation valleys. The river is popular for fishing, hiking, swimming and camping. The East Fork of the Jemez also flows through a rugged sheer-walled canyon and then enters a broader canyon where the river is bordered by thick conifer forests and lush meadows. A popular hiking trail runs along the river.

Both the East Fork of the Jemez River and the Pecos River have been recommended for wild and scenic designation in the Santa Fe National Forest management plan. The Santa Fe National Forest has recently completed its latest public involvement process concerning wild and scenic designation for these rivers. On April 4, 1989 the Forest Supervisor informed me by letter that he recommends designation of the identical segments of the Pecos and East Fork which are designated in S. 940 and H.R. 644. This recommendation is based on comments from the public, landowners and the Ranger District personnel. Wild and scenic designation is also supported by local and national conservation groups.

I want to also briefly state my support for the other bills. I am a cosponsor of H.R. 1364, the House companion to S. 560, which directs the BLM and National Park Service to study ways of preserving New Mexico's historic forts and creating a Boots and Saddles Tour. This legislation will help protect important historic resources and increase tourism in New Mexico.

The discovery of Lechuguilla Cave in Carlsbad Caverns National Park highlights the need for wise management of this tremendous cave and a new cave research institute, which would be appropriately located at Carlsbad.

Finally, I support S. 963, directing a study of old Route 66, amd S. 818 to authorize a study on methods to pay tribute to the late Senator Clinton P. Anderson, one of the leaders in establishing the wilderness preservation system and protecting the scenic wonders of New Mexico and our nation.

Thank you again for providing me the opportunity to state my support for these New Mexico bills. Be assured that I will work to see they are supported in the House of Representatives.

Senator **Bingaman**. Thank you very much for all your strong support for these measures on the House side.

Senator Domenici, do you have any questions?

Senator **Domenici**. I just want to say thanks to Representative Richardson. We will try, clearly, to pass the ones you have passed. Some of them you have already accomplished, and those that we send over or that you are going to introduce that are similar, we will do everything we can to expedite them.

I think it is time for almost every one of these to get through. We can get them done this year. If we work together, we will get them done.

Thank you.

Senator **Bingaman**. Thank you very much. I appreciate your coming.

Our next panel will come forward—Gerald Patten, Associate Director for Planning and Development at the National Park Service; Larry Woodard, who is the State Director for New Mexico with the Bureau of Land Management; and Jeff Sirmon, the Deputy Chief of the Forest Service. If you could all come up, please.

Why don't we ask you to please give us your statements? If you could summarize your statements for us, and then I am sure each of us will have some questions.

I am just informed that Larry Woodard needs to leave here early. Is that correct?

Mr. **Woodard**. Yes.

Senator **Bingaman**. Why do we not let you go ahead and go first? I do not think either of your colleagues will be offended by that. Why do you not testify, and we will ask you any questions we have, and then you can leave.

## STATEMENT OF LARRY WOODARD, STATE DIRECTOR, NEW MEXICO, BUREAU OF LAND MANAGEMENT, DEPARTMENT OF THE INTERIOR

Mr. **Woodard**. Fine. Thank you, Senator.

I appreciate the opportunity to testify today on the Boots and Saddles bill, S. 560. If it is agreeable with you, I would just ask that my statement be introduced in total.

Senator **Bingaman**. We will include it all in the record.

Mr. **Woodard**. Since our press conference earlier this year, we have looked forward anxiously to the passage of this bill and stand ready, upon passage, to work with our friends in the National Park Service to develop a study of these historic western forts in New Mexico. Again, as it seems with all of the bills that you have before you today, this is another bill that has widespread support in New Mexico; and we are anxious to have these forts interpreted and managed in somewhat of a uniform manner throughout the State. There is a growing interest in historical things, and this bill fits in with that.

I would just like to conclude by saying that our Secretary of the Interior, Manuel Lujan, when he was appointed, and President Bush agreed to 10 principles of managing the resources in Interior, and three of those will be accomplished by this particular bill, in that one of the points of his 10-point program is education so that people understand the natural resources we have in the United States, including historic resources. He is also interested in properly managing our domestic resources in a multiple use manner. And, of course, recreation and tourism are part of that. Third, this bill will allow the promotion of partnerships between the Federal agencies and the State agencies that currently manage these forts.

We have a history in New Mexico of working together, different agencies, different groups, to come up with a uniform way of managing. The Chaco outliers and the El Malpais legislation are good examples of how we have worked together in the past for the common good. I think this bill is another example of that New Mexico spirit.

Thank you very much.

[The prepared statement of Mr. Woodard follows:]

JUN 2 1 1989

## STATEMENT OF LARRY L. WOODARD, STATE DIRECTOR, NEW MEXICO, BUREAU OF LAND MANAGEMENT, DEPARTMENT OF THE INTERIOR, BEFORE THE SUBCOMMITTEE ON PUBLIC LANDS, NATIONAL PARKS AND FORESTS, COMMITTEE ON ENERGY AND NATURAL RESOURCES, UNITED STATES SENATE, ON S. 560, A BILL "TO DIRECT THE SECRETARY OF THE INTERIOR TO CONDUCT A STUDY OF CERTAIN HISTORIC MILITARY FORTS IN THE STATE OF NEW MEXICO."

I appreciate the opportunity to be here today to testify in support of proposed legislation to authorize the study of certain historic military forts in the State of New Mexico. Such a study can result in improved coordination between private parties and State and Federal agencies in the interpretation and protection of these unique historic ruins.

The territory of New Mexico was crossed by a large number of trails in the 1800's. Located along the travel routes were numerous military forts, designed to protect travelers and settlers. Of the approximately 30 major military forts established by the mid-1800's, some like Ft. Cummings and Ft. Union guarded key transportation routes such as the Butterfield Stage Route or the Santa Fe Trail. Others like Ft. Selden, Ft. Bayard, and Ft. McRae served as bases of operation in military campaigns against Indian Tribes. Not everyone realizes that Ft. Craig was the scene of the largest Civil War battle in New Mexico. The interconnected system of military forts in the Southwest played a major role in the settlement and development of the American frontier.

New Mexico's rich legacy in prehistoric archeological ruins is becoming increasingly well known to the American public. Tourism and related businesses in the State already employ more workers than any other industry.

Visitors to New Mexico are drawn to such well known prehistoric sites as Bandelier or Chaco Canyon and its outlier communities. However, the dry climate and sparse population that have contributed to the preservation of prehistoric sites have also helped protect the physical remains of adobe forts and the historic trails which connected them. The development of interpretive programs centered around 19th century military forts would effectively complement other tourism opportunities in the State.

There is abundant evidence to suggest that the public is deeply interested in historic cultural resources. In 1987, for example, over 7,000 spectators came from 15 outlying States to participate in and observe the reenactment of the Civil War Battle of Glorieta. Approximately 40,000 tourists stop in to visit Ft. Sumner, Ft. Selden, and Ft. Union each year. On June 17 and 18 of this year, the Civil War Reenactors of New Mexico restaged the historic battle of Val Verde outside of Ft. Craig. Recreation of authentic military camps, and living history demonstrations of artillery and cavalry drill, cooking demonstrations, a post PX, and hospital camp drew large crowds. Full scale reenactments of major military campaigns can draw tens of thousands of observers and participants.

S. 560 would provide for a comprehensive and systematic study of the best means to interpret, stabilize, and restore a representative sample of these important military forts in New Mexico. The eight forts included in the legislation, Forts Stanton, Union, Sumner, Craig, Cummings, Seldon, Bayard, and McRae, are currently managed by the Bureau of Land Management, the State of New Mexico, the Bureau of Reclamation, and the National Park Service. They form a representative sample of the range of military forts which operated in New Mexico in the 1800's.

We would recommend that this study be prepared in two parts. The first part should contain management recommendations for those forts in the system originally designated. A process for interagency coordination and administration should be proposed. Guidelines for resource management including emergency protection measures, site patrolling, preservation, and research could be offered. Common approaches to visitor use and interpretation and legislative compliance should be agreed upon. Finally, procedures to adjust boundaries of designated sites would be established.

The second part should present guidelines for any possible future site selection and designation. Future selection criteria for sites on public or private lands should be spelled out in detail.

There is one other aspect of the proposed legislation which should be highlighted. The study would include the feasibility of establishing tour routes for vehicles and horse-mounted visitors which may encompass common themes and link appropriate sites. The Masau Trail, authorized by the Act of December 31, 1987, is designed for automobile touring. Other trail systems such as the Pacific Crest Trail or the Continental Divide Trail are designed for hiking. S. 560 can lead to the protection and development of horseback riding trails on the same historic routes which originally connected the forts in the 1800's. Efforts by such groups as the Lincoln County Heritage Trust to develop scenic bridle trails in the Ft. Stanton area suggest that there is a need and desire for more equestrian based recreation. Certainly, this legislation would complement the Trust's efforts to develop a National Center for the Western Horse and restore Ft. Stanton. The possibility of preserving and interpreting stage stops, way stations, and temporary camps along the historic trails provides a unique opportunity. Agencies could interpret the forts in the context of the transportation networks and larger economic systems into which they were fully integrated.

The enactment of S. 560 and completion of its mandated study will encourage increased cooperation between private land owners, State, and Federal agencies. Our recent experience with both the Act of December 19, 1980 which designated certain New Mexico forest system lands as part of the Wilderness Preservation System, and the 1987 Masau Trail legislation, have convinced us that an interagency approach to resource management can lead to more cost effective means of managing the public lands. This approach should result in the sharing of personnel, expertise, materials, and financial resources. Coordinated interagency management should produce complementary interpretive programs, joint signing, and increased public appreciation of our Recreation and Cultural Resources Management Programs.

In summary this proposed legislation will provide greater opportunities for the public to see and experience the history of the expansion and settlement of the American frontier. The stories of black "Buffalo Soldiers", Apache and

Comanche Indians, actual Civil War engagements in the West, and the mountain men and traders are all aspects of western history not fully understood by many. This legislation gives us the chance to tell the "rest of the story."

This concludes my statement. I would be pleased to respond to questions.

Senator **Bingaman**. Thank you very much.

I would just like to say initially that bill is largely the brainchild of Larry Woodard. He spoke to me about it and indicated his idea that this would be something that would be a worthwhile venture; and I was very pleased to be able to introduce the bill here on the Senate side.

But let me just ask one question, Larry, on it. Are there other significant forts in New Mexico that might be added to this legislation, either now or in the future, or does this pretty much cover the ground?

Mr. **Woodard**. Senator, I would expect that the report that we would provide at the end of the year study would identify the criteria and any additions to that list. There are other forts. I think we have initially identified some of the principal ones that fit into a logical tour, but as we get to studying this and working with the other agencies, there may well be other forts included.

Senator **Bingaman**. Senator Domenici?

Senator **Domenici**. Do you want to finish with Larry?

Senator **Bingaman**. Why do we not finish with Larry? I do not want to be responsible for him spending one more night in Washington.

Senator **Domenici**. I do not want him to either, especially if he has something else to do.

I have a letter from Mr. Jim Hyatt of Demming, New Mexico—both I say this to you, Mr. Chairman, and to you, Mr. Woodard—the man that writes it says he owns in fee the land upon which Fort Cummings is located. I have put the letter in the record, and have advised the constituent—and I hope this is a fair statement—that when you begin undertaking the study, he would be contacted, and clearly, his concerns would be made a part of your process, and whatever we have to do to appropriately protect his interests will be part of any recommendation that is forthcoming.

Is that a fair assessment of what you will do?

Mr. **Woodard**. Yes. I have talked to him personally about that, and we have a cooperative agreement with him already. But his concerns are valid, and we will include him in any of our planning for Fort Cummings.

Senator **Domenici**. I also want to compliment you for the notion, the basic notion of tying these forts together. I think we have started together in New Mexico with the creation of the Masau Trail concept, a rather contagious notion for promoting various interesting facilities and sites, and try to package them so people interested in using their own automobile and vehicular transportation can be told about all of them and plan to see more than one.

That is going to be carried over into the Boots and Saddles concept with reference to those who would be interested in our old forts. I think that is an exciting idea, and hopefully that, too, will be tied into the evaluation and some assessment for us of how it might work. We will be interested in how many and the like, is that correct?

Mr. **Woodard**. That is correct. This is designed primarily for an auto touring route, but as my statement indicates, there is a growing interest in equestrian trails to connect these forts, and that will be another thing we will have to look at, particularly around Fort

Stanton where we already have equestrian trails just recently dedicated there. We will have to assess how great that interest is.

Senator **Domenici**. You might be interested in noting this vehicular concept of tying things together with sort of an automobile trail, so to speak, or for use in visitation has gone east. There is one in New Jersey, as I understand it. One of our Senators on this committee has asked for—I cannot recall its name, but it has the same concept behind it.

I think it is rather exciting. I compliment you for it.

Mr. **Woodard**. Thank you.

Senator **Bingaman**. Why do we not dismiss you at this point? Thank you very much for coming to testify, and thank you for your leadership on this.

Next, let us go to the Park Service and Mr. Patten, the Associate Director for Planning and Development. And I see that you are accompanied by Doug Ferris from the Southwest Region, who we have a great deal of respect for and a lot of dealings with; and I know that he has been vitally involved in the bills that you are going to talk about. So please go right ahead.

## STATEMENT OF GERALD D. PATTEN, ASSOCIATE DIRECTOR, PLANNING AND DEVELOPMENT, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, ACCOMPANIED BY DOUG FARIS, SOUTHWEST REGION

Mr. **Patten**. Thank you, Mr. Chairman.

I am prepared to testify on four bills: the protection and interpretation of Lechuguilla Cave, S. 558; the Cave Research Institute bill, S. 855; the Boots and Saddles bill, S. 560, that we have just heard about; and then S. 963, the study of Route 66. And what I would like to do is summarize my full testimony on each of those four bills, and then Mr. Faris and I will be prepared to answer any questions you and the committee might have.

Mr. Chairman, the study proposed for S. 558 requires no additional authority and will be completed as funding becomes available. The National Park Service would not object if Congress chooses to enact a specific authorization for this study. However, we do not intend to request additional funding. We estimate the cost of the study proposed in S. 558 to be $100,000.

We oppose enactment of S. 855. Conducting cave research on non-National Park Service areas and creating a large-scale repository of scientific data on geology and speology are not appropriate to National Park Service functions and would not be a high priority for use of National Park Service funds.

There is already authority under existing law for National Park Service staff to conduct such in-park research as may be necessary to protect cave resources managed by the National Park Service.

Mr. Chairman, you will see that my statement that I will submit for the record talks about the superlative resources found in Lechuguilla Cave. I will not go through all of those, and I am sure you will be hearing at a later time today from others who have actually explored the cave on the extent of the superlative resources.

But I would like to say that the National Park Service staff and researchers have equated the evolving data on the cave with the discovery of a whole new park previously not known to exist. Extensive new speleogenistic data may result for deep cave research.

Further, I would like to say that the magnitude of cave resources and multiple research opportunities makes Carlsbad Caverns National Park an excellent location for a Cave Research Institute. The park staff are in the forefront of current cave research, and cave researchers view the Capitan Reef area as an outstanding area for learning about cave geology and how caves form. There is evidence that additional research in Lechuguilla Cave may reveal unknown information about how caves are formed, and this cave offers a rare opportunity to study cave speleogenesis.

Mr. Chairman, that concludes my comments on that particular bill. I, at this time, would like to move to the Boots and Saddles testimony.

This is a bill that proposes the National Park Service and the Bureau of Land Management evaluate eight historic forts in the State of New Mexico, including Fort Stanton, Fort Union, Fort Sumner, Fort Craig, Fort Cummings, Fort Seldon, Fort Bayard, and Fort McRae.

Mr. Chairman, the study proposed in S. 560 requires no additional authority. The National Park Service would not object if Congress chooses to enact a specific authorization for this study. However, we do not intend to request additional funding.

We estimate the cost of the study to be $100,000. Again, I think the history of the forts and the reason for establishing or for studying the chain of forts are well outlined in my testimony, and I will not further testify on that.

The final piece of legislation is S. 963, which would authorize a study on methods to commemorate Route 66, the highway from Chicago, Illinois to Santa Monica, California.

Mr. Chairman, the study proposed in S. 963 requires no additional authority. The National Park Service would not object, however, if Congress chooses to authorize a specific study for Route 66. We do not intend to request additional funding for this purpose. We estimate that the study would cost approximately $150,000.

The United States Route 66 extended over 2,000 miles in eight states from Chicago, Illinois to Santa Monica, California. Route 66 was part of that American need to go west, and its role in the 20th century was similar to that of the Sante Fe Trail in the 19th century.

The highway funneled westward migration to Arizona and California, away from the desperation of the Dust Bowl. The highway has been memorialized in books, songs, motion pictures, the television programs of earlier years, and such great novels as "The Grapes of Wrath."

During the 1980s, structures and features along Route 66 began to disappear. Interest has grown to seek ways of preserving the remnants of Route 66. Currently, Route 66 associates have formed in the States of California, Arizona and New Mexico to further the preservation of this great highway. Much remains of Route 66, including segments that are classic examples of the highway and its structures, which would be commemorated with cooperative efforts, including the private sector and State and local agencies.

As part of my testimony, Mr. Chairman, I would like to submit for the record a copy of the July 1981 issue of "Arizona Highways," which I think illustrates very well the resources that do exist along the Route 66 corridor.

Senator BINGAMAN. We will have trouble reproducing the photographs, but we will be glad to take it.

Mr. PATTEN. Mr. Chairman, that concludes my comments on those four bills. Mr. Faris and I would be happy to answer questions.

[The prepared statement of Mr. Patten follows:]

STATEMENT OF GERALD D. PATTEN, ASSOCIATE DIRECTOR, PLANNING AND DEVELOPMENT, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, BEFORE THE SUBCOMMITTEE ON PUBLIC LANDS, NATIONAL PARKS AND FORESTS, OF THE SENATE COMMITTEE ON ENERGY AND NATURAL RESOURCES, CONCERNING S.963, A BILL TO AUTHORIZE A STUDY ON METHODS TO COMMEMORATE THE NATIONALLY SIGNIFICANT HIGHWAY KNOWN AS ROUTE 66, AND FOR OTHER PURPOSES.

June 21, 1989

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Mr. Chairman, I appreciate the opportunity to provide your Subcommittee with information on S.963 regarding the proposed study of Route 66 and methods to commemorate this nationally significant highway.

S.963 would authorize a study on methods to commemorate Route 66, the highway from Chicago, Illinois to Santa Monica, California.

Mr. Chairman, the study proposed in S.963 requires no additional authority. The National Park Service would not object, however, if Congress chooses to authorize a specific study for Route 66. We do not intend to request additional funding for this purpose. We estimate that the study would cost $150,000.

United States Route 66 extended over 2,000 miles, and seven States, from Chicago, Illinois to Santa Monica, California. Route 66 was a part of that American need to "go west", and its role in the 20th Century was similar to that of the Santa Fe Trail in the 19th Century. The highway funneled westward migration to Arizona and California, away from the desperation of the Dust Bowl. The highway has been memorialized in books, songs, motion pictures, the television programs of earlier years, and such great novels as the "Grapes of Wrath."

During the 1980's, as structures and features along Route 66 began to disappear, interest has grown to seek ways of preserving the remnants of Route 66. Currently, Route 66 associations have formed in the States of California, Arizona, and New Mexico, to further the preservation of this great highway.

Much remains of Route 66, including segments that are classic examples of the highway and its structures, which could be commemorated with cooperative effort including the private sector, and State and local agencies.

Mr. Chairman, this concludes my prepared comments. I will be pleased to answer any questions you may have.

## STATEMENT OF GERALD D. PATTEN, ASSOCIATE DIRECTOR, PLANNING AND DEVELOPMENT, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, BEFORE THE SUBCOMMITTEE ON PUBLIC LANDS, NATIONAL PARKS AND FORESTS, OF THE SENATE COMMITTEE ON ENERGY AND NATURAL RESOURCES, CONCERNING S.560, A BILL TO DIRECT THE SECRETARY OF THE INTERIOR TO CONDUCT A STUDY OF CERTAIN HISTORIC MILITARY FORTS IN THE STATE OF NEW MEXICO.

June 21, 1989

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Mr. Chairman, I appreciate the opportunity to provide your Subcommittee with information on S.560 regarding the study of certain historic military forts in the State of New Mexico and an evaluation of the feasibility of establishing a "Boots and Saddles Tour Trail" to include tour route for vehicles and horse-mounted visitors.

This is a bill that proposes the National Park Serice and the Bureau of Land Management evaluate eight historic forts in the State of New Mexico, including Fort Stanton, Fort Union, Fort Sumner, Fort Craig, Fort Cummings, Fort Selden, Fort Bayard, and Fort McCrae.

Mr. Chairman, the study proposed in S.560 requires no additional authority. The National Park Service would not object if Congress chooses to enact a specific authorization for this study; however, we do not intend to request additional funding. We estimate the cost of the study to be $100,000.

These historic cavalry forts were occupied during the Civil War and Indian campaigns in the Southwest and played a role in the settlement of the American frontier.

Two of these forts are currently being preserved for the public. Fort Union is managed by the National Park Service as a national monument. It was the principal quartermaster depot of the Southwest and guarded the Santa Fe Trail. Fort Craig is managed by the Bureau of Land Management. Some forts are available to the public and some are used for other purposes, such as a State rehabilitation clinic at Fort Stanton.

Many of these forts are showing the effects of natural weathering, unsupervised visitation, and a lack of funds for rehabilitation and maintenance. Other than the national monument at Fort Union, little, if any, public information and interpretive materials are provided to the public and access is limited at some sites.

The study of these forts, preservation and interpretative opportunities, and potential trail linkages would be useful in the preparation of strategies for their care and public use. Any study would emphasize non-Federal alternatives for rehabilitation of those forts that are not already protected.

Mr. Chairman, this concludes my prepared statement. I will be happy to answer any questions that you may have.

# STATEMENT OF GERALD D. PATTEN, ASSOCIATE DIRECTOR, PLANNING AND DEVELOPMENT, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, BEFORE THE SUBCOMMITTEE ON PUBLIC LANDS, NATIONAL PARKS AND FORESTS, OF THE SENATE COMMITTEE ON ENERGY AND NATURAL RESOURCES, CONCERNING S.558, A BILL TO STUDY PROTECTION AND INTERPRETATION OF LECHUGUILLA CAVE AT CARLSBAD CAVERNS NATIONAL PARK, AND S.855, A BILL TO ESTABLISH A CAVE RESEARCH INSTITUTE AT CARLSBAD CAVERNS NATIONAL PARK.

June 21, 1989

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Mr. Chairman, I appreciate this opportunity to provide your Subcommittee with testimony on S.558, a bill to study protection and interpretation of Lechuguilla Cave at Carlsbad Caverns National Park, and on S.855, a bill to study, and establish, a cave research institute at Carlsbad Caverns National Park.

Mr. Chairman, the study proposed in S.558 requires no additional authority, and will be completed as funding becomes available. The National Park Service would not object if Congress chooses to enact a specific authorization for this study; however, we do not intend to request additional funding. We estimate the cost of the study proposed in S.558 to be $100,000.

Mr. Chairman, we oppose enactment of S.855. Conducting cave research on non-park resources and creating a large scale repository of scientific data on cave geology and speology are not appropriate Park Service functions and would not be a high priority for the use of Park Service funds. There is already authority under existing law for Park Service staff to conduct such in-park research as may be necessary to protect cave resources managed by the National Park Service.

Although the existence of Lechuguilla Cave has been known for many years, only during the past 4 years have National Park Service staff, cave explorers, and researchers progressively become aware of the wonders and size of the cave. We now know that the cave contains a wide variety of speleothems, including the largest known collection of hydromagnesite balloons in the park, and the cave is one of 4 caves in the United States and one of very few in the world to have these rare features. Lechuguilla appears to have the best display of gypsum speleothems in the world and includes such features as gypsum flowers, crusts, cave cotton, strands, needles, thick gypsum beds and large crystals oriented to wind directions.

Lechuguilla Cave is the longest deep cave known in the United States and is the second deepest cave in the United States. At over 36 miles, it is the 7th longest cave in the United States.

Lechuguilla Cave offers the opportunity for broad scientific research and discovery. The speleogenesis of Lechuguilla Cave and others in the Guadalupe escarpment are very unusual because of the unique morphology of the cave -- they don't fit the form and pattern of previously studied caves in more humid regions of North America. Cave temperatures, air movements, and passage development by the presence of water in the cave present an opportunity to study an exotic resource where the cave formation process is actually ongoing.

National Park Service staff and researchers have equated the evolving data on the cave with the discovery of a whole new park previously not known to exist. Extensive new speleogenesic data may result for deep cave research.

Carlsbad Caverns National Park is situated in Eddy County in southeastern New Mexico and extends 21 miles along the Guadalupe Ridge/Escarpment. The park contains a segment of a Permian barrier reef, one of the worlds largest fossil reefs, within which has developed an extensive cavern system with countless magnificent and curious formations. Over 300 caves are known to exist in the reef including 75 identified in Carlsbad Caverns National Park and 22 caves in nearby Guadalupe Mountains National Park. The park was established to preserve and make available to the public some of the world's largest and most beautiful limestone caverns. Carlsbad Cavern is the largest of the parks known caves and is profusely decorated with speleothems.

Cave resources of the Carlsbad area offer outstanding educational, interpretive, and research opportunities and support a major tourism economy for the area. In 1988, over 786,000 people visited Carlsbad Caverns and more than 500,000 went through the main cavern.

The magnitude of cave resources and multiple research opportunities makes Carlsbad Caverns National Park an excellent location for a cave research institute. The park staff are in the forefront of current cave research and cave researchers view the Captain Reef area as an outstanding area for learning about cave geology and how caves form. There is evidence that additional research in Lechuguilla Cave may reveal unknown information about how caves are formed and this cave offers a rare opportunity to study cave speleogenesis.

Mr. Chairman, this concludes my prepared comments. I will be pleased to answer any questions you may have.

Senator BINGAMAN. Mr. Patten, let me ask you a question on the Cave Research Institute. You said, "Conducting cave research on non-park resources is not an appropriate Park Service function, would not be a high priority for the use of Park Service funds."

Is the point there that some of the area that would be subject to investigation is not within Park Service jurisdiction?

Mr. PATTEN. Yes. In reading the draft bill it was our understanding that it would authorize us to deal with cave research outside the boundaries of the park, perhaps on Forest Service lands, BLM lands, or even State lands.

Senator BINGAMAN. But as I understand it, you implied that conducting cave research on Park Service resources is an appropriate function.

Mr. PATTEN. Yes, sir, it is.

Senator BINGAMAN. And so to the extent that the Park Service has jurisdiction over cave resources that need additional investigation and research done on them, then that is an appropriate activity for your agency, as you see it. Is that right?

Mr. PATTEN. Yes.

Senator BINGAMAN. And likewise, your point that creating a large-scale repository of scientific data on cave geology is not an appropriate Park Service function, since as you see it, historically, your job is to just keep track of the information on the areas that you have jurisdiction over. Is that right?

Mr. PATTEN. That is correct. The research and whatever is required to protect the actual resources within——

Senator BINGAMAN. But your view also, as I understand your statement, was that to the extent that an appropriate place were to be found for such a Cave Research Institute, that Carlsbad would be the right place to do that.

Mr. PATTEN. Given the level of resources, yes.

Senator BINGAMAN. Given adequate funding, it would be an appropriate thing to pursue.

Mr. PATTEN. Yes, sir.

Senator BINGAMAN. If we were to go forward and have such a Cave Research Institute, how would such a thing be organized or operated, as you might see it? Do you have a sense for how that might be done if Congress were to act in spite of your position, and your agency's position?

Mr. PATTEN. Yes. I think the first thing we would do is get together with organizations who are doing research of that nature now and who are cooperating actually with the research that is going on in Lechuguilla Cave at this point. I think we would consult with them. We would obviously want to consult with other agencies in the area that have responsibility for caves and see what kind of arrangement could be made, what kind of partnership could be formed between the National Park Service and other cave research interests.

We, of course, would like to look at nonprofit organizations and their participation and alternate forms of funding; in other words, funding other than direct Federal funding for the institute.

Senator BINGAMAN. When I visited the site a few months ago, I was struck by the tremendous number of volunteer hours and days that were being spent in helping the Park Service to accomplish the research. And I gather, not just by people walking in off the street, but by people who really did have the scientific training and background to make a meaningful contribution to the research effort.

And I think part of the explanation or part of the thinking that went into this institute was that vast amounts of donated time and effort could better be used if we just had a proper facility from which to coordinate it. I do not know if you have a comment on that or whether Doug Faris from the Southwest Region has a comment. But I guess I would invite comments from either of you on that.

Mr. **Patten**. Mr. Chairman, I am aware that there has been substantial volunteer contributions, but I would ask Mr. Faris to answer your question more specifically.

Senator **Domenici**. Mr. Chairman, I wonder if you might permit me, before he answers, to say to both of you that I think we ought to do this some way or another. I do not think we ought to get bogged down in whether it is off limits in terms of some of the adjacent public land.

I think what you all ought to do for us, if the Chairman permits—it is his bill and I am delighted to co-sponsor it—I think you ought to tell us how to do it, since you are here saying you cannot do it. You know, we are not stuck with this language. We want to create the Institute. If we have not done it right, we need some language so that you can get other groups together. And then if we give you that authority, if you think you are the right authority to mobilize both Federal and private resources under the aegis of an institute, I think that is what we want to know. We do not need to do anything tomorrow.

But I would hope you would address that in response to Jeff's question, because volunteers are fine, but we ought to have volunteers at some point in time working under the aegis of something that is constructive and an entity, unless one thinks it will just continue to rock along. I do not think that is the case.

Now, if there is a national volunteer organization that ought to head it up, we would like to know that, too, would we not? That would be part of an institute. So I would hope you would help us a little bit on that, if not now, then before we finish.

Mr. **Patten**. Senator, I am sure we can pursue that and offer some ideas on how to strengthen the idea of an institute, how it might work.

Senator **Bingaman**. Doug, do you have some thoughts on it?

Mr. **Faris**. Mr. Chairman, Senator Domenici, I think the volunteer efforts on the part of many around the country and internationally have been clearly outstanding and remarkable. There are over 300 individuals who are involved in a cooperative agreement on the Lechuguilla group project to provide their time, expertise, and skills in doing further research, much of it a dangerous type of research, to explore what is becoming known as one of the truly outstanding caves on a worldwide and international basis.

As stated by Senator Domenici, I think we are in the process of expending monies locally for research and, as Mr. Patten indicated, through further evaluation of how we could most appropriately spend National Park Service appropriated funds to further an institute at Carlsbad. Our testimony does indicate that Carlsbad is an excellent location for such an institute to receive consideration.

Senator BINGAMAN. Let me ask a question concerning this map of Lechuguilla Cave. I was struck when I was there by the tremendous additional area that was being discovered almost on a weekly basis.

I notice this map is dated 3-21-89.

I do not know how many miles this map reflects; 32 miles, 32.9 miles. I assume there have been some additions since then, because you can trace it week by week and month by month, as the cave is being explored. So I think it is fair to say we do not know the extent of the resource we have there.

Do any of you have comments?

Mr. FARIS. Mr. Chairman, the latest research conducted during the past few weeks clearly indicates that there are now some 36.7 miles of identified cave caverns and corridors, and other excellent opportunities that will be explored in the near future, where there have been identified probable other corridors coming off of what is included on this map. The eventual extent and magnitude of this cave are certainly unknown, but it certainly adds to the excitement of current explorers in doing further research.

Senator BINGAMAN. Let me just ask Doug Faris one last question. Do you have any comments on any of the other bills that involve the Park Service's Southwest Region?

Mr. FARIS. Mr. Chairman and Senator Domenici, as indicated by Senator Domenici, I think the process of evaluating the future management and use of Lechuguilla Cave in concert with an overall general management plan revision, resource management plan revision for the park, and addressing external park influences with other Federal agencies and with the greater community of Carlsbad is an excellent idea. It is something that we would certainly want to pursue, and is the only reasonable way, I think, to include a full range of input into such important decisions.

Our most recent plan for Carlsbad was dated in 1975. So as you can imagine, much has occurred and many issues have evolved since that time.

One comment I would make on the Route 66 study, the groundswell of support and interest in that study is well known. Mr. Patten has provided testimony on the part of the National Park Service and our procedures for undertaking that type of study. I think the National Park Service, functioning as a catalyst with other agencies and groups and associations, will provide some very worthwhile and exciting ways of commemorating and continuing the Route 66 idea.

Senator BINGAMAN. All right. Senator Domenici.

Senator DOMENICI. On that last point, might I ask, if we were to pass the Lechuguilla study bill, do I understand then, Doug, that you are recommending that we add some language which is not necessary but that expresses the congressional desire that the general management plan be addressed at the same time? I might ask both of you, would that be acceptable to go ahead and expand on the study?

Mr. PATTEN. Yes, I think that would be very acceptable. As a general policy, we like to plan for an entire park, an entire development, an entire use, and an entire interpretive and education package. To do just a piece of the park is not sufficient. We really need to do a total job. Of course, the general management planning process, as Doug has stated, is really the way to do that.

Senator DOMENICI. Let me just ask a couple more, very quick questions.

With reference to the Route 66 study, I hope the Park Service knows that for many of us up here we have a great deal of confidence in the Park Service professional capabilities in these areas. We have seen what you have done in many of the preservation activities in this country, and maybe we are giving you more to handle than you can handle.

But I, for one, want to say that I do not think there is anyone who comes close to doing the job the way the Park Service does, and if that means that from time to time we are going to have to add some money to the Park Service, I want you to know, I do not intend that you have more and more great facilities—and we hope to get another one in Albuquerque—but you need resources. So I hope you know you have a lot of supporters.

And if you maintain your professional qualities, we probably are going to add more and more to your inventory of responsibilities. But we surely are going to, at some point, have to give you more money, too. And I hope you know that.

On Route 66, since it is such a mammoth job, how long do you think it might take to put something together that is at least the concept of what the Nation ought to be doing? Can that be done in a year?

Mr. PATTEN. I think a concept can certainly be done in a year. Much less than that I would not have a lot of confidence in. We are talking about a 2,000 mile linear stretch of highway. We are talking about multiple jurisdictions, a lot of different interests, a broad array of resources. But I do believe we could come up with a conceptual plan in a year.

Senator DOMENICI. I think that is all I had. While you are here, might I ask, if the Chairman does not object, are we about finished at your end with the Petroglyph study? Is that still held up somewhere in the bowels of the administration, or is it freed up?

Mr. FARIS. Mr. Chairman, Senator Domenici, the study requested by Congress for the National Park Service to evaluate the Petroglyph area on the West Mesa of Albuquerque has officially been transmitted to the committees that requested that report, and we have been distributing it publicly since your hearing that you held in Albuquerque last month.

Senator DOMENICI. So it is up to us now to have a hearing on it, is that way it is, Mr. Chairman?

Senator BINGAMAN. I gather that is right.

Senator DOMENICI. I have no further questions. Thank you very much.

Senator BINGAMAN. Nor I. Let's follow the example we did with Larry Woodard and let you folks go on. Thank you very much. We appreciate it.

Mr. Sirmon, you might want to move over to the middle of the table. It seems funny to have you way at the end now that we have run off your colleagues.

We are very pleased to have you here representing the Forest Service, and go right ahead with your testimony.

## STATEMENT OF JEFF M. SIRMON, DEPUTY CHIEF, FOREST SERVICE, DEPARTMENT OF AGRICULTURE

Mr. SIRMON. Thank you, Mr. Chairman, Senator Domenici. I am pleased to be here to offer the Department's views on S. 818 and S. 940. And with your permission, I would like to just submit my testimony for the record and paraphrase.

Senator BINGAMAN. We will be glad to include it all in the record.

Mr. SIRMON. Thank you, sir.

We are anxious to work with the sponsors on S. 818 for an appropriate recognition of Senator Anderson. We think it is very appropriate, the timing is very appropriate, since it is the 25th anniversary of the Wilderness Act. And I might add also that Senator Anderson at one time was Secretary of Agriculture, from 1946 to 1949. So we have a close kinship there.

We would like to suggest, however, that instead of a study, we would be willing to find an appropriate recognition and move quickly on it if we could. And we would like to propose that the Copperas Vista, which is on the Senator Anderson Highway, or an appropriate substitute, be agreed on and move ahead. That would be our comment on S. 818.

On S. 940, the designation of the East Fork of the Jemez and the Pecos River, we have been studying these rivers for quite some time. The studies and evaluations were part of our forest planning effort. And the recommendations in S. 940 are identical to the forest plan, and so we, of course, are in agreement. We support S. 940.

We have studied the Jemez River also in the forest plans, and the forest plans as currently approved are almost identical to your proposal except for a 2-mile stretch. Since the plan was approved almost two years ago, we have had further public involvement and further discussion with people who have an interest in land and in the river, and find that there is considerable support for adding this 2-mile stretch. And we are proposing to amend the plan. The forest supervisor is taking steps now to amend the Santa Fe Forest plan to include the 2 miles.

So we are in support. We do have a supplemental statement suggesting some clarification or changes in the wording which would make it clear which sections were designated as wild, scenic or recreation, and also make it clear that the Secretary of Agriculture has responsibility.

So with that, I am open for further questions.

[The prepared statement of Mr. Sirmon follows:]

STATEMENT OF
JEFF M. SIRMON, DEPUTY CHIEF
FOREST SERVICE
UNITED STATES DEPARTMENT OF AGRICULTURE

Before the
Subcommittee on Public Lands, National Parks and Forests
Committee on Energy and Natural Resources
United States Senate

S. 818 and S. 940

June 21, 1989

MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE:

Thank you for the opportunity to offer the Department of Agriculture's views on S. 818 and S. 940.

S. 818 would authorize and direct the Secretary of Agriculture to conduct a study of the most appropriate method of commemorating the late Senator Clinton P. Anderson's contribution to the establishment of a national wilderness system.

S. 940 would designate segments of the East Fork of the Jemez River and the Pecos River as components of the National Wild and Scenic Rivers System.

## S. 818--STUDY OF METHODS TO PAY TRIBUTE TO THE LATE SENATOR CLINTON P. ANDERSON

The late Clinton P. Anderson served as a member of the Senate from 1949 to 1973. In 1963, Senator Anderson introduced S. 4, a bill to establish a National Wilderness Preservation System. Later that same year, the Committee he chaired, the Senate Committee on Interior and Insular Affairs, conducted hearings and reported the bill, which eventually became P.L. 88-577, the Wilderness Act of 1964. This culminated an effort that Congress began in 1949--15 years earlier. Few proposals in American legislative history have had more thorough study than S. 4 and its predecessor bills.

Senator Anderson's role during enactment of the Wilderness Act was significant, and commemoration of his contribution is appropriate. However, rather than conduct a study, we prefer to work with the sponsors of S. 818 and Senator Anderson's family to agree upon an appropriate site or facility to bear Senator Anderson's name. S. 818 could be amended to reflect any agreement we reach.

One alternative would be to redesignate the Copperas Vista on the Clinton P. Anderson Highway as the "Clinton P. Anderson Vista." Copperas Vista overlooks much of the Gila Wilderness, which was the first wilderness area designated in the United States. We believe this is an appropriate site and an appropriate method for recognizing Senator Anderson's contributions to the National Wilderness Preservation System. If redesignated, we would install new signs and a permanent brass plaque that would acknowledge Senator Anderson's efforts. We would also be willing to consider other sites or facilities.

## S. 940--EAST FORK OF THE JEMEZ RIVER AND THE PECOS RIVER

In regard to S. 940, the Department of Agriculture recommends its enactment.

In the arid Southwest, perennial streams are somewhat rare and are very valuable for recreation and other uses.

The East Fork of the Jemez River originates in the Valles Caldera, which essentially formed the entire Jemez Mountain complex. The river and surrounding area are popular for fishing, swimming, hiking, camping, and rock climbing. A hiking trail has been recently constructed through a portion of the river canyon. Las Conchas Campground is located along the river. Three highway crossings provide easy access for the public. The river and canyon are within the feeding zone of the endangered peregrine falcon. The Jemez Mountain Salamander, which is unique to the Jemez Mountains, is found in the river corridor.

The Pecos River originates in the Pecos Wilderness. The river corridor has outstanding scenic values, including rugged granite canyons and waterfalls interspersed with small high mountain meadows that are surrounded by forests of spruce, aspen, and other species. The Pecos is one of the State's more popular trout streams, and is also popular for hunting, sightseeing, and hiking.

Both the Jemez and the Pecos were identified as potential Wild and Scenic Rivers in the Nationwide Rivers Inventory published by the National Park Service in 1982.

Following several years of study and consultation with local agencies and the public, the Santa Fe National Forest Land and Resource Management Plan was approved September 4, 1987. This Plan recommends designation of segments of both the Jemez and the Pecos.

The Plan recommends designation of the same segment of the Pecos that S. 940 would designate. However, it recommends designation of only 9 miles of the

Jemez. The 2-mile segment of the Jemez from the National Forest boundary to the second crossing of New Mexico State Highway 4 has outstandingly remarkable values, and is therefore eligible for designation. It was not recommended for designation, however, because it contains one-tenth of a mile of private land with several buildings, as well as two highway crossings. In consultation with all affected individuals and landowners, the Forest Supervisor recently reconsidered this recommendation, and, as a result, we now support designation of this segment of the Jemez. We are now amending the Forest Plan to recommend designation of the entire 11-mile segment.

While we support enactment of S. 940, we have, in an enclosed Supplemental Statement, provided the Committee with alternative language for your consideration. We believe this language would better define the river segments and clarify our administrative responsibility. Our alternative language would not alter the on-the-ground designations proposed by S. 940.

Mr. Chairman, this concludes my testimony. I would be happy to answer any questions you may have.

## SUPPLEMENTAL STATEMENT
## UNITED STATES DEPARTMENT OF AGRICULTURE
## CONCERNING S. 940,
## EAST FORK OF THE JEMEZ RIVER AND PECOS RIVER

## A BILL

To designate segments of the East Fork of the Jemez River and the Pecos River as components of the National Wild and Scenic River System, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

### SECTION 1. SHORT TITLE.

This Act may be cited as the "East Fork of the Jemez River and the Pecos River Wild and Scenic Rivers Addition Act of 1989".

### SECTION 2. WILD AND SCENIC RIVER DESIGNATION.

Section 3(a) of the Wild and Scenic Rivers Act (82 Stat. 906; 16 U.S.C. 1274(a)) is amended by adding the following new paragraphs:

"( ) EAST FORK OF THE JEMEZ, NEW MEXICO--The 11-mile segment from the Santa Fe National Forest boundary to its confluence with the Rio San Antonio; to be administered by the Secretary of Agriculture in the following classifications:

"(1) the 2-mile segment from the Santa Fe National Forest boundary to the second crossing of State Highway 4, near Las Conchas Trailhead, as a recreational river; and

"(2) the 4-mile segment from the second crossing of State Highway 4, near Las Conchas Trailhead, to the third crossing of State Highway 4, approximately one and one-quarter mile upstream from Jemez Falls, as a wild river; and

"(3) the 5-mile segment from the third crossing of State Highway 4, approximately one and one-quarter mile upstream from Jemez Falls, to its confluence with the Rio San Antonio, as a scenic river.

"( ) PECOS RIVER, NEW MEXICO--The 20.5-mile segment from its headwaters to the townsite of Tererro; to be administered by the Secretary of Agriculture in the following classifications:

"(1) the 13.5-mile segment from its headwaters to the Pecos Wilderness boundary, as a wild river; and

"(2) the 7-mile segment from the Pecos Wilderness boundary to the townsite of Tererro, as a recreational river."

Senator BINGAMAN. Let me ask a few questions. First, on the bill involving commemoration of Senator Anderson's role in the Wilderness Act passage, you are suggesting that rather than passing legislation in the present form of S.818, that we would amend that to go ahead and direct you to designate the Copperas Vista as a memorial, or to establish at that point a memorial which would go into some explanation of Senator Anderson's role in this; is that correct?

Mr. SIRMON. That is correct. The vista site overlooks much of the wilderness. The Gila Wilderness was the first wilderness in the wilderness system. And we would erect appropriate recognition—signs, plaques, or whatever—to appropriately recognize Senator Anderson's significant contribution.

Senator BINGAMAN. One thing I think we would want to do, as I am sure you would, too, is to first visit with Senator Anderson's family to ensure that this is an appropriate step. If it is, then we could perhaps move forward with that kind of an amendment at the time we actually marked up the legislation.

I think that your suggestion is very interesting. I know that lookout area approaching the West Fork of the Gila, and I do think it might be an appropriate place to have a memorial.

On the Wild and Scenic River issue, some of the difficulty we ran into with the Rio Chama was a result of the reservoir upstream. I gather that that is one problem we will not have in trying to go ahead with designation of these two rivers.

Mr. SIRMON. That is true. There is no reservoir existing nor, as far as we know, planned upstream on private land, certainly not on Federal land.

Senator BINGAMAN. One other difference that exists between the Senate and the House versions of this legislation deals with the Pecos and the Jemez. The Senate version legislates wild, scenic and recreational designations by river segment. As I understand it, the House version does not, leaving those classifications open.

Does the Forest Service have a position on which of those options is preferable?

Mr. SIRMON. Yes. We would like to see those sections designated in the legislation. It would make the management of the river, the development of the management plan clearer on these points later on and make the management plan more meaningful.

Senator BINGAMAN. I mentioned in my opening statement, and Senator Domenici did, too, that I commend you for your leadership in coming up with the suggestions on these two rivers, and of course, the leadership that the Forest Service has shown in wanting to erect an appropriate memorial to Senator Anderson also.

Senator DOMENICI. Well, thank you very much, Mr. Chairman.

On the Senator Anderson study and your recommendation, perhaps I missed this. If I did, please forgive me for being redundant. But did you ask whether the Senator's family had been consulted on that?

Senator BINGAMAN. They have not, as I understand it and I think we should do that before we went forward with that suggestion.

Senator DOMENICI. I certainly think we ought to do that. My other question about this Clinton P. Anderson vista, which is your recommended language for the vista, I am not objecting to your giving us your recommendation here, and obviously, the committee will work its will, principally based on what the two Senators from New Mexico think.

But I am wondering, since we are talking about one aspect of Clinton Anderson—not his being Secretary of Agriculture, not his great work in the Senate, but his appreciation of wilderness legislation and conceptualizing, taking it from concept to law—I wonder if any thought had been given to making it a more precise name. The Clinton P. Anderson Vista is great, but has anybody thought of using the word "wilderness" in the designation?

Mr. SIRMON. I think that question is wide open for discussion, the way we would characterize this recognition.

Senator DOMENICI. I do not have any bright ideas. I just wonder if, in thinking about it, we might—since it will be in the wilderness and be part of a wilderness vista, if we might not be a little more specific in the title of it and say it is because of wilderness that this particular memorial to Clinton Anderson is erected. And I would hope you would give us some ideas.

Mr. SIRMON. We would be pleased to give you some ideas. I think we could use some of Senator Anderson's—some of his words, some of his language about wilderness, and the value and meaning of wilderness as part of the actual plaque and other interpretation.

Senator DOMENICI. I personally think that is a good idea.

Let me ask on the Wild and Scenic, we have cleared up the questions between the two bills, and I am glad you support specificity, because I think when you are dealing with this kind of an area, the more specific we can be, especially if it has already had expertise applied, the better we are.

On that issue, some of the property owners have raised questions about the effect of this legislation on private party, such as would this bill result in the taking of private property; what effect would the various designations—wild, scenic, and recreational—have on these private property rights; and what restrictions would the bill place on the ability of landowners to use their property?

I did not get a chance to read your statement. Can you address those quickly? And if not, can you address them for the record for us?

Mr. SIRMON. I think I can address them in general, and you can decide whether you want something more specific or not. We have a long history of dealing with a lot of private land on wild and scenic rivers, and our record shows that we have been very successful in working in a cooperative way with the majority, the vast majority of private landowners.

Most of the people who own property along rivers are proud of the river, and they are proud of the same kind of values that we are trying to—and we seek to protect. In fact, our record on condemnation—and a lot of owners are worried about the government taking their land—on fee title condemnation involving about 1,500 miles of rivers in Oregon, California, and Washington shows that we have not condemned any property in fee, with all the property owners, in the history of managing those rivers. So our record of going in with a heavy hand I think is—the evidence is not there that we use a heavy hand. It is very much working with private landowners.

Now, we would tend to grandfather in the existing uses. If the river fits the category we propose to put it in, generally the uses that are there would be grandfathered in. Then we would develop a plan and work with the landowners as to what would constitute use that might degrade or enhance the values that we are trying to protect. In terms of those two specific owners, or maybe there are more, I think we would try to work out their concerns and their needs as we develop the management plan.

Senator DOMENICI. Thank you very much. And to the extent that we have specific property owners with the questions, we can transmit them to you, and you can give us some assurance afterward of your conduct consistent with what you have just indicated.

Mr. SIRMON. Good. Thank you, sir.

Senator DOMENICI. I have no further questions.

Thank you, Mr. Chairman.

Senator BINGAMAN. Let me ask one additional clarifying question. It is my understanding that when a designated Wild and Scenic River includes 50 percent or more of the river frontage in Federal land, then there is no authority for the Forest Service to condemn property, under the Wild and Scenic Rivers Act. Is that right?

Mr. SIRMON. Condemn in fee title, that is true.

Senator BINGAMAN. Is it your understanding that for these two rivers, this would be the case, that is that over 50 percent would be under Federal ownership?

Mr. SIRMON. That is true.

Senator BINGAMAN. We appreciate your testimony very much and appreciate your help in getting these bills accomplished.

We have one additional panel, and let me call them up. We have five individuals. I think that I will ask all witnesses to testify, and then we can ask questions.

We have Chuck Bernhard, who is the Executive Director of the Carlsbad Department of Development in Carlsbad, New Mexico; Bruce Craig, who is the Cultural Resources Coordinator of the National Parks and Conservation Association; Kevin Coyle, who is the Vice President and Conservation Director of the American Rivers, Inc.; David Jagnow from the National Speological Society; and Judi Snow, who is the founder of the New Mexico Route 66 Association. If they would all come up, that would be great.

I am informed that Chuck Bernhard has a conflict and needs to leave quickly. Is that right?

Mr. BERNHARD. By 3:30.

Senator BINGAMAN. We will try to get this whole thing done by 3:30. If each of you could summarize your statements and not go through a long written statement, we can get all this done.

Chuck, go right ahead.

## STATEMENT OF CHUCK BERNHARD, EXECUTIVE DIRECTOR, CARLSBAD DEPARTMENT OF DEVELOPMENT

Mr. BERNHARD. Vice Chairman Bingaman, Senator Domenici, let me begin my presentation by expressing the appreciation of Bob

Forrest, Mayor of Carlsbad, and a member of the Mayor's Lechuguilla Cave Study Task Force, for making a few minutes available to us to present a local perspective on the discovery of Lechuguilla Cave, on Senate bill 558, on Senate bill 855.

Due to the interests of time, I would like to have my full written testimony entered as part of the official record.

Senator BINGAMAN. We will be glad to include every witness' full testimony in the record.

Mr. BERNHARD. Thank you.

Through its passage of Public Law 100-691, the Federal Cave Resources Protection Act of 1988, Congress recognized that significant caves on Federal lands are an invaluable and irreplaceable part of the Nation's national heritage. This law also established the policy of the United States that Federal lands be managed in a manner which protects and maintains, to the extent practicable, significant caves.

The passage of this act was of extreme importance to Carlsbad, as many of the known caves are situated in the world's most exposed fossil reef, the Capitan Reef in southern New Mexico, with an estimated 300 caves in all. The recent discovery of the Lechuguilla Cave, described by cave researchers as possibly the finest cave in America, has raised several issues which I want to summarize with you today.

First and most important, the discovery of Lechuguilla, because of its sheer magnitude, which is now the second deepest and seventh longest cave in the United States, and because of the unique formations and deposits it contains, deserves public attention and public action. Because it is a national treasure, how it is currently being explored and who is exploring it are matters vital to the public.

But even more important is the question of who should ultimately be allowed to view this wonder. After all, the discovery of Lechuguilla occurred on public land, and public land, in reality, belongs to each one of us.

If the construction of facilities to provide public access to the cave is feasible, then it should rightfully be provided. If, on the other hand, facilities to provide public access cannot be provided without significantly damaging the formations and other unique features of the cave, then perhaps access should be restricted to a small group of individuals who have the necessary technical climbing and caving skills to traverse it.

In any case, on behalf of Carlsbad, allow me to convey our 100 percent support for Senate bill 558, which authorizes and directs the Secretary of Interior to conduct a two-year study of the most appropriate way to protect and interpret Lechuguilla Cave. In this regard, let us also suggest that the best and brightest from the caving, speological, and scientific worlds, including possibly an independent university-based group, be brought together to conduct this study.

In addition, we would like to request that funds needed to conduct this study be appropriated as soon as possible. With every new expedition, new discoveries are made, and the known length of this cave grows longer. Therefore, it is even more incumbent that the national study be adequately funded and get underway as soon as possible.

A second critical issue is that of giving the cave wilderness designation. Currently, the surface area above Lechuguilla is designated as wilderness area, thereby preventing the construction of any permanent improvements such as elevator shafts or other facilities which could provide public access to the cave.

Consequently, if the national study concludes that it is feasible to open a portion of Lechuguilla to the public, then it may be necessary to de-designate a portion of the surface as wilderness. Let me emphasize that I am not recommending de-designation at this point, only that it may be necessary if the national study concludes that development is feasible.

More important is the issue of designating the cave itself as wilderness. Such an action deserves careful scrutiny as to its meaning and implications. With that in mind, we must argue that statements by Bill Mott, former Director of the National Park Service, that Lechuguilla be designated as an underground wilderness area were premature and inappropriate. Let us wait and see what the study says.

Third, in light of the discovery of Lechuguilla and other new caves in southeast New Mexico, it is important that a Cave Research Institute be established that can serve as a focal point for the storage of data on cave geology and speleology. Another function for the institute would be to serve as an international clearinghouse on information related to both cave science and cave management.

Other countries, including the Soviet Union and China, have shown increased interest in properly preserving and managing caves as part of their own national heritage. Through the establishment of a Cave Research Institute, the United States could provide leadership in helping them manage their national resources, and at the same time encourage international cooperation and goodwill.

Therefore, let us also convey our strong support for Senate bill 855, which directs the Secretary of Interior to establish a Cave Research Institute at Carlsbad Caverns National Park, and to recommend that the funding necessary to support its establishment and operation be appropriated as soon as possible.

The fourth issue concerns the need for a general management plan at Carlsbad Caverns National Park. The plan currently being followed is out of date and needs to be brought up to date in light of the discoveries regarding Lechuguilla and other caves in the park. The plan also needs to incorporate new techniques and approaches to cave management that have been developed over the past few years, as well as an element that addresses how other features of the park can be integrated into the overall picture there. Therefore, we also lend our support to the National Park Service to obtain the necessary funds to develop this plan.

Fifth, and finally, I would like to report to you on the activities of the Lechuguilla Study Task Force formed at the direction of Bob Forrest, Mayor of Carlsbad. With the importance of tourism to our local economy in the Carlsbad Caverns, it was only natural that we became involved in an internationally important discovery right in our own backyard.

The charge to the members of the task force, which is made up of a broad cross-section of local citizens and the National Park Service, was to, number one, report on the current and potential impact of the Lechuguilla Cave on Carlsbad; two, to examine the issues related to its designation as a wilderness area; and three, to outline the steps which should be taken to maximize the benefit of this discovery to all concerned.

Members of the task force work diligently and get together every Wednesday in meetings open to the public. In addition, task force members, under the direction of the National Park Service, have ventured into areas of the Carlsbad Cavern not open to the public, and at least two task force members have been in Lechuguilla Cave itself.

Recently, the task force heard an afternoon-long presentation by the Lechuguilla Cave project group and continues to gather and process information related to Lechuguilla. It is our hope that with the completion of their findings sometime later this summer, this subcommittee or some other appropriate body within Congress would be open to a formal presentation of their findings. We would also like the opportunity to have them provide input into the national study proposed in Senate bill 558.

It is our belief that the issue of Lechuguilla, and the approach Carlsbad is taking in addressing this issue can become a model for other communities that are located near national parks where other critical issues are being confronted. In this regard we are most appreciative of the cooperation extended to us by the National Park Service and in your allowing us to have this opportunity to present to you these findings today.

Thank you.

[The prepared statement of Mr. Bernhard follows:]

# Testimony Presented to
# The Subcommittee on Public Lands, National Parks and Forests
# of the
# Committee on Energy and Natural Resources
# United States Senate

by

Chuck Bernhard
Executive Director
Carlsbad Department of Development
Carlsbad, New Mexico

June 21, 1989
2:00 P. M.

Chairman Bumpers and Members of the Subcommittee on Public Lands, National Parks and Forests, let me begin my presentation by expressing the appreciation of Bob Forrest, Mayor of Carlsbad, New Mexico, Mike Currier, Chairman of the Mayor's Lechuguilla Cave Study Task Force and that of the members of the Study Task Force for making a few minutes available to us to present a local perspective on the discovery of the Lechuguilla Cave and on Senate Bill 558, the "Lechuguilla Cave Study Act of 1989" and Senate Bill 855, the "Cave Research Institute Act of 1989" introduced by Senators Domenici and Bingaman.

Through its passage of Public Law 100-691, the Federal Cave Resources Protection Act of 1988, Congress recognized that "significant caves on Federal lands are an invaluable and irreplaceable part of the Nation's national heritage". This law also established the policy of the United States that Federal Lands be managed in a manner which protects and maintains, to the extent practicable, "significant caves". The passage of this act was of extreme importance to Carlsbad, as many of the known caves are situated in the world's most exposed fossil reef, the Capitan reef in Southern New Mexico, with an estimated 300 caves in all. This figure includes some 75 identified caves in Carlsbad Cavern National Park with the rest under the domain of the U. S. Forest Service and the Bureau of Land Management.

The recent discovery of the Lechuguilla Cave, which has been described by cave researchers as possibly the finest cave in America, has raised several issues which I want to discuss with you today.

First, and most important, the discovery of Lechuguilla, because of its sheer magnitude (now the second deepest and seventh longest cave in the U. S.) and because of the unique formations and deposits it contains, deserves public attention and public action.

Because it is a National treasure, how it is currently being explored and who is exploring it are matters vital to the public. Even more important is the question of who should ultimately be allowed to view it. After all, the discovery of Lechuguilla occurred on public land, and, public land, in reality, belongs to all of us.

If the construction of facilities to provide public access to the cave is feasible then it should be rightfully provided. If, on the other hand, facilities to provide public access can not be provided without significantly damaging the formations and other unique features of the cave, then, perhaps, access should continue to be restricted to a small group of individuals who possess the necessary technical climbing and caving skills.

In any case, on behalf of Carlsbad, allow me to convey our 100 percent support for Senate Bill 558 which authorizes and directs the Secretary of Interior to conduct a two year study of the most appropriate way to protect and interpret Lechuguilla Cave. In this regard, let us also suggest that the best and the brightest from the caving, speleological, and scientific worlds including, possibly an independent university-based group, be brought together to conduct this study. In addition, we would like to request that the funds needed to conduct this study be appropriated immediately. With every new expedition, new discoveries are made and the known length of the cave grows longer, therefore it is even more incumbent that the national study be adequately funded and get underway as soon as possible. *

A second critical issue is that of giving the cave wilderness designation. Currently, the surface area above Lechuguilla is designated a wilderness area, thereby, preventing the construction of permanent improvements such as elevator shafts which could one day provide public access to the cave.

* A 10-day expedition in June at Lechuguilla has extended the cave's known length to 36.7 miles, an additional 3.8 miles since the March expedition. Leaders of the Lechuguilla Cave Project, which conducted the expedition, now predict the Lechuguilla Cave could easily surpass 50 miles in length.

Consequently, if the national study concludes that it is feasible to open a portion of Lechuguilla to the public, then it may be necessary to de-designate a portion of the surface as wilderness. Let me emphasize that I am not recommending de-designation at this point, only that it may be necessary if the national study concludes that development is feasible.

More important is the possibility of designating the cave itself as wilderness. Such an action deserves careful scrutiny as to its meaning and implications. With that in mind, we must argue that statements by Bill Mott, former Director of the National Park Service, that Lechuguilla be designated as an underground wilderness area are premature and inappropriate. Let's wait and see what the study says.

Third, in light of the discovery of Lechuguilla and other new caves in Southeast New Mexico (and around the nation for that matter), it is important that a cave research institute be established that can serve as a focal point for the storage of data on cave geology and speleogy. Such an institute can also serve as an operational base for the study of caves in other regions and as a data center for a comprehensive evaluation of cave resources, protection needs, and interpretation information. Another function for the institute would be to serve as an international clearinghouse on information related to both cave science and management.

Other countries including the Soviet Union and China have shown increased interest in properly preserving and managing caves as part of their own national heritage. Through the establishment of a Cave Research Institute, the U. S. could provide leadership in helping them manage their natural resources and at the same time encourage international cooperation and goodwill. Therefore, let us also convey our strong support for Senate Bill 855 which directs the Secretary of Interior to establish a Cave Research Institute at Carlsbad Caverns National Park and to recommend that the funding necessary to support its establishment and its operation be appropriated as soon as possible.

A fourth issue concerns the need for a General Management Plan at Carlsbad Caverns National Park. The plan presently being followed is out-of-date and needs to be made current in light of the discoveries regarding Lechuguilla and other caves in the park. The plan also needs to incorporate new techniques and approaches to cave management that have been developed over the past several years as well as an element that addresses how the other features of the park, such as a trail system, can be integrated into the overall picture there. Also needed is a capital improvements element which can assure that an adequate infrastructure will be in place to support the management and use of the park. Therefore, we in Carlsbad lend our strong support to the request by the National Park Service to obtain the necessary funds to develop this plan.

Fifth, and finally, I would like to report to you on the activities of the Lechuguilla Study Task Force formed at the direction of Bob Forrest, Mayor of Carlsbad. With the importance of tourism to our local economy and the Carlsbad Caverns, which brought over 750,000 visitors to our area last year, it was only natural that we became involved in an internationally important discovery in our own backyard. The charge to the members of the Task Force, which is made up of representatives from Eddy County, the City of Carlsbad, the Carlsbad Department of Development, the Chamber of Commerce, the Hispanic Community, the Black Community and others including a representative of the National Park Service, is to present a report on the current and potential impact of the Lechuguilla Cave in Carlsbad, to examine the issues related to its designation as a wilderness area and to outline the steps which should be taken to maximize the benefit of discovery.

Members of the Task Force are working diligently and get together each Wednesday in meetings open to the public. In addition, task force members, under the direction of the National Park Service, have ventured into areas of the Carlsbad Cavern not open to the general public including the Left Hand Tunnel and have viewed the Aragonite Bellcord rooms. Also at least two task force members have been in Lechuguilla Cave itself.

Recently, the task force heard an afternoon long presentation by the Lechuguilla Cave Project and continues to gather and process information related to Lechuguilla. It is our hope that, with the completion of their findings sometime later this summer, this subcommittee or some other appropriate body within Congress would be open to a formal presentation of their findings. We would also like the opportunity to have them provide input into the national study proposed in Senate Bill 558.

It is our belief that the issue of Lechuguilla and the approach Carlsbad has taken in addressing the issue can become a model for other communities that are located near National Parks in other parts of the country where other critical issues are being confronted. In this regard, we are most appreciative of the cooperation extended to us by the National Park Service and in your allowing us to appear before you today.

Thank you and have a good afternoon.

Senator BINGAMAN. Thank you very much, Chuck. I appreciate that.

Bruce Craig, go right ahead. You are the Cultural Resources Coordinator for the National Parks and Conservation Association in Washington, DC.

## STATEMENT OF BRUCE CRAIG, CULTURAL RESOURCES COORDINATOR, NATIONAL PARKS AND CONSERVATION ASSOCIATION

Mr. CRAIG. Mr. Chairman, on behalf of the National Parks and Conservation Association, we appreciate the opportunity to come before this subcommittee to testify basically on the four bills that affect the national park.

First off, you do have our full testimony, so I will simply summarize some of the key points of it.

Having to do with the Carlsbad Lechuguilla Cave bill, we certainly commend both of you for your efforts to preserve, and protect, and interpret the nationally significant cave resources that are in the vicinity of Carlsbad Caverns National Park. Certainly, New Mexico is blessed with caverns of extraordinary beauty and variety and also scientific value, and when combined with other formations and features surrounding the Carlsbad area, we well understand why this area is a very popular tourist designation.

In reference to the Cave Research Institute, there is no question of the value of such an institute. The scientific information that can be generated by the institute would be of use not just to the National Park Service, but to a variety of Federal land management agencies, including the Bureau of Land Management, the Forest Service, and perhaps even state agencies.

The institute, in our opinion, should focus public attention on the significant cave resources present only all Federal lands, not just those that are in the New Mexico area, and that indeed, it should be a national center located outside of the designated park boundaries, perhaps in the town of Carlsbad itself.

The Lechuguilla Cave bill 558, we believe the scope of this bill right now is a little bit too narrow, that it should indeed be expanded to include the preparation of a comprehensive general management plan for the Carlsbad Caverns National Park and the surrounding region. As pointed out earlier, the existing master plan for Carlsbad was prepared back in 1975. It is nearly 15 years old. It does not address some of the concerns of some of the adjacent landowners, including some of the adjacent Federal landowners as well.

To that extent, we think that the Secretary of the Interior should be directed to prepare an areawide general management plan for the park and region, taking into account as full partners in this effort the Bureau of Land Management, and Forest Service, and also the state and other adjacent private landowners who should contribute to this preparation or this plan as well.

Some of the issues that can be addressed in the general management planning process might be of interest. Certainly, the greater public access issue to Lechuguilla Cave and also other cave resources in the region should be addressed; the possible effect of oil and gas development on adjacent lands to the park; possibly looking at boundary expansion issues, and of course, the tricky question of the wilderness designation issues—all of these things can be addressed through the general management planning process.

As far as the Route 66 legislation is concerned, we do recognize that Route 66 indeed is very important, one of the main corridors for western migration from the Dust Bowl to California in the 1920s and 1930s. However, we do feel that there are some other roadways that ought to be looked at, at least surveyed in this study as well, including the so-called Lincoln Highway, and there are a number of other highways that perhaps should be at least surveyed in this study, perhaps not focusing great attention on them, but at least surveying so that there can be a comparative evaluation of the significance of Route 66. And, of course, in this survey it should deal not just with the road itself, but also on roadside architecture, the motels, fast food restaurants, gas stations, and other examples of the vernacular architecture.

As far as the Boots and Saddles tour is concerned, this bill, which directs the Secretary of Interior to conduct a study of the military forts in New Mexico, we believe, at least, this study should be expanded to reflect not a statewide study emphasis, but rather an assessment of the historic forts within a more meaningful regional and thematic framework. The fort systems that we are talking about certainly did extend beyond the borders of any one state. The forts were not viewed as outposts to protect states so much as define western territories. However, the problem is that you have forts basically from every western state from North Dakota down to the Mexican border, and obviously, you do need to focus it down a little bit more.

What we are suggesting that conceivably you consider would be focusing on the New Mexico Territory itself, and that territory would include New Mexico, Arizona, and a little southern tip of the State of Nevada as well. But certainly, we do support the preparation of the Boots and Saddles study bill. We think it is an important piece of legislation, and we certainly do support it.

That concludes my testimony. I would be glad to answer any questions you folks have later on.

[The prepared statement of Mr. Craig follows:]

### STATEMENT OF BRUCE CRAIG
### CULTURAL RESOURCES COORDINATOR
### NATIONAL PARKS AND CONSERVATION ASSOCIATION

SUBMITTED TO THE

SUBCOMMITTEE ON PUBLIC LANDS, NATIONAL PARKS AND FORESTS
ON S. 558; S. 855; S. 560; S. 963
LEGISLATION ASSOCIATED WITH NATIONAL PARK UNITS IN NEW MEXICO

My name is Bruce Craig, Cultural Resources Coordinator for the National Parks and Conservation Association, a non-profit membership organization founded in 1919 that seeks to promote the preservation, protection and public understanding of our nation's national park system. Our organization appreciates the opportunity to testify on behalf of our 90,000 members on four bills being considered by the subcommittee today that relate to the National Park System.

S. 558 and S. 855
We commend both Senators Bingaman and Domenici for their efforts to protect, and interpret the nationally significant cave resources in the vicinity of Carlsbad Caverns National Park. Without a doubt, New Mexico is blessed with caverns of extraordinary beauty, variety and scientific value. When combined with other formations and features surrounding Carlsbad, we well understand why this area is a very popular tourist destination.

These two bills share much in common. Both reflect a desire to recognize the significance of the Lechuguilla cave; they reflect a desire to have the National Park Service conduct a study to determine the most appropriate way to protect Lechuguilla and other caves in the vicinity of Carlsbad Caverns National Park, and both bills seek to enhance public interest in the understanding of cave research and geology.

Clearly the focus of S. 855 is on the establishment of a Cave Research Institute. There is no question of the value of such an institute. The institute could provide vital information on cave resources to the general public as well as the scientific community. Scientific information generated by the institute would be of use not just to the National Park Service but to a variety of Federal land management agencies including the Bureau of Land Management and the Forest Service and perhaps even state agencies.

We believe the institute should go beyond advancing the educational, interpretive and research missions of the National Park Service. The institute should focus public attention on the significant cave resources present on all Federal lands, not just on lands administered by the National Park Service in New Mexico. It should be a national center, located outside of the park, perhaps in the town of Carlsbad. We support the language of S. 855 which

**National Parks and Conservation Association**
**1015 Thirty-First Street, N.W., Washington, D.C. 20007**
**Telephone (202) 944-8530**

authorizes a Cave Research Institute. But we maintain the institute should not function as an operational unit of Carlsbad Caverns National Park, but instead it should function as a national center under the direct supervision and budgetary authority of the central Washington office (WASO) of the National Park Service.

The prime objective of S. 558 is to protect and interpret the Lechuguilla Cave. As currently drafted we believe the scope of this bill is too narrow. The study proposal should be expanded to include the preparation of a comprehensive General Management Plan for the Carlsbad Caverns National Park and surrounding region.

The existing Master Plan for Carlsbad was prepared in 1975 and today is nearly 15 years old; it is outdated and fails to adequately address the issues and concerns of the National Park managers as well as other issues of importance to adjacent federal land managers and private land owners. The Master Plan fails to provide for an adequate comprehensive joint federal/private land management strategy that would protect the world class cave resources found in the region. Therefore, we believe language of this bill should be included to authorize and direct the Secretary of the Interior to prepare an area wide General Management Plan for the park and region. The Bureau of Land Management and Forest Service should be full partners in this effort; state and other adjacent private landowners should also contribute to its preparation.

As has been learned recently with the discovery of Lechuguilla Cave, the internationally significant cave resources of New Mexico do not necessarily all fall within the designated park boundary. As a result, the National Park Service must develop a close partnership with park neighbors such as the Forest Service, Bureau of Land Management and other entities to insure the continued preservation and protection of these cave resources.

In addition to evaluating the feasibility of greater public access to the Lechuguilla Cave and other cave resources in the region, there are several other issues that should specifically be addressed in the GMP, for example, the effects of oil and gas development on the park. The geology of the Carlsbad area is complex; the caves are interconnected and geologically sensitive to disturbance. If oil and gas exploration is permitted in the region, depending on the location of such exploration, there exists the possibility of gas leaks breaking through fissures penetrating and possibly contaminating cave environments currently accessible to the visiting public. This certainly should be avoided. The GMP should address such public safety concerns. We have no doubt that with the cooperation of all such federal agencies with land holdings in the region, reasonable mutually acceptable solutions can be reached.

The GMP should also address boundary expansion issues and study the possible alternatives for the future of other caves including the Ogle and Rainbow caves.

Mr. Chairman, I might note one issue mentioned in the bill (page 3, line 4) that does not need to be addressed however is "evaluation of the feasibility of designating (Lechuguilla Cave) as wilderness." The area where the cave is located is already a designated wilderness area, in fact 71% park is designated wilderness; this line should be struck.

S. 963
This bill seeks to authorize a study on appropriate methods to commemorate Route 66, a two thousand mile long highway which is a representative example of the 1926 National Highway System.

While Route 66 indeed is one of the longest and earliest transcontinental roadways, and it did serve as one of the main corridors for westward migration from the Dust Bowl to the California coast during the 1920's, 30's and 40's, the significance of route 66 should be assessed in comparison with other surviving 1926 National Highway System roadways including Route 30 (the so-called "Lincoln highway"), the George Washington Memorial Highway, U.S. 90 and 80 (to name but a few) which were also important transcontinental roadways.

While Route 66 has been memorialized in book and song, its historical significance as a transcontinental migration route may have been romanticized; the significance of Route 66 in terms of its serving as a "Dust bowl era" migration route may be overstated. Indeed, the "mother road" as John Steinbeck called it in *The Grapes of Wrath* is a symbol of hope for the future. But the road may be far more important in terms of later migrations, particularly post World War II migrations to California brought about by the rise of the defense industry. Therefore, we believe Route 66, Route 30 and other such roadways should be comparatively evaluated both for historical "significance" and perhaps more importantly for their "integrity" of surviving historic fabric.

We suggest the scope of the study be expanded to include a comparative evaluation (at the least a minimum survey) of the major transcontinental highway network which served as major westward movement transcontinental arteries during the 20th century. It is interesting to note that in the 1920's it was impossible to go across the country on a paved road. The 1926 National Highway System act was a revolutionary piece of legislation as it not only created a national system of roads, but created a system of financing construction (via the gas tax) and established a process for shared federal/state funding for road construction. Therefore, we believe the study should assess the historic significance of the 1926 act as well. Finally, we suggest the study should also assess surviving roadside architecture, including early motels, fast food restaurants, gas stations and other examples of vernacular architecture.

S. 560
This bill directs the Secretary of the Interior to conduct a study of certain military forts in New Mexico. In this instance we believe the scope of this study should be expanded to reflect not a statewide study emphasis, but rather an assessment of historic forts within a meaningful regional and thematic framework.

Without a doubt, historic cavalry forts occupied by soldiers and civilians during the Civil War and Indian campaigns played an important role in the history and development of the American west. But fort systems extended beyond the borders of any one state. Many of these forts were not viewed as outposts to protect states so much as defined western territories.

In addition to the forts in New Mexico there are forts of historic importance in virtually every western state from North Dakota to the Mexican border. But in order to keep the scope of this bill in a manageable size, we suggest the study focus not only on the state of New Mexico, but on the forts of the New Mexico territory. This would necessitate expanding the study area to include forts in Arizona and the southern tip of Nevada.

We believe the thrust of this study should focus on the time period 1850-1875. The emphasis should be on those forts associated with the Indian wars rather than the Civil War. Furthermore, the study should examine alternatives in order to determine appropriate means to "interpret, stabilize and preserve" (rather than "restore"; see page 2 line 11) those forts. Finally, we strongly support the assessment of alternative tour routes encompassing common themes that link appropriate sites.

While the forts under the jurisdiction of the National Park Service have been extensively studied and are documented in at least two National Park Service publications (see Committee Report on Western Military Forts, November 1965, National Park Service, and Soldier and Brave: Historic Place Associations with Indian Affairs and Indian Wars in the Trans-Mississippi West, Robert Evans editor, National Park Service, 1971) other forts under the jurisdiction of other federal, state, local and private entities are not so thoroughly documented. Therefore, we support the preparation of the "boots and saddles" study.

Mr. Chairman, that concludes my testimony. I would be glad to answer any questions you or the other members of the subcommittee may have.

Senator **Bingaman**. Next, Mr. Kevin Coyle, who is the Vice President and Conservation Director of the American Rivers, Inc. Mr. Coyle was very helpful in the authorization last year of the Rio Chama legislation, and we appreciate your involvement in this effort as well. Thank you for being here.

## STATEMENT OF KEVIN J. COYLE, VICE PRESIDENT AND CONSERVATION DIRECTOR, AMERICAN RIVERS, INC.

Mr. **Coyle**. I am very glad to be here.

First of all let me, while I have both you and Senator Domenici in the room, say thank you for your work on the Rio Chama. It was greatly appreciated. It is a real national jewel and a very welcome addition to the National Wild and Scenic Water System. I will summarize my comments and keep them within a couple minutes.

The first thing I want to say is that this legislation is very important to the protection of rivers, not just in New Mexico but actually in the Nation, because of the precedent that it sets. The Forest Service, as you know, is in the process nationwide of evaluating rivers, and the Chief has come out in the last few months with a recommendation that he is going to seek that 200 rivers in the national forest system be recommended.

The Oregon bill that went through last year that had 40 rivers in it at one time, a statewide omnibus bill, in many people's opinions is a very important precedent that was set on this statewide effort. But we think that probably the more routine way in many states that is going to work the best is this forestwide legislation idea.

In the Santa Fe National Forest three rivers were recommended for inclusion in the system by the Forest Service. One of those, the opportunity to recommend it was pre-empted in part by your work on the Rio Chama, so what we have are these two rivers left, the East Fork of the Jemez and the Pecos, as additions to the national river system.

We think that this is real important. We are real glad that you are taking this step. We are hopeful that this bill can move forward in the Senate this year to sort of pave this way. This is the first final forest plan where, if these rivers are able to be added the system, the rivers will actually complete—this bill will actually complete what is recommended for Wild and Scenic Rivers in the National Forest plan.

So with that let me say that we wholeheartedly support the bill. We commend all of you for introducing it this year. It is a very welcome effort. And I will take any questions that you have.

[The prepared statement of Mr. Coyle follows:]

American Rivers

Testimony of Kevin J. Coyle

Before the:

Senate Subcommittee for Public Lands, National Parks and Forests

On S. 940

a Bill to include segments of the East Fork Rio Jemez and the
Rio Pecos in the National Wild and Scenic Rivers System.

June 21, 1989

801 Pennsylvania Ave., S.E.
Suite 303
Washington, D.C. 20003
202-547-6900

Thank you Mr. Chairman. My name is Kevin J. Coyle and I am Vice President and Conservation Director of American Rivers, Inc., the nation's principal river-saving organization.

Mr. Chairman, this bill is extremely important to the protection of rivers in New Mexico and the nation. Both the East Fork of the Jemez and the Pecos rivers were recommended for designation by the Forest Service in its Final Land and Resource management Plan for the Santa Fe National Forest. Because the Congress added the Rio Chama to the national rivers system last year, this bill will make the Santa Fe plan the first final national forest plan to have all of its recommended rivers included in the national rivers system. This will pave the way for similar forest-wide bills nationally and, as you know there are other national forests in New Mexico with exceptional rivers that should be preserved for future generations.

Both rivers addressed in this bill are truly remarkable. The East Fork of the Jemez originates in the vast grassland of the Valles Caldera and flows sixteen miles to its confluence with the Rio San Antonio to form the Jemez mainstem. It cuts through rugged Valles Rhyolite cliff areas, flows through beautiful meadows and contains a wide variety of plant and animal species including the southernmost extension of Canadian Dogwood, the unique Jemez Salamander, and the Peregrine Falcon. The river is less than a two-hour drive from the cities of Albuquerque and Santa Fe and is in the heart of the most popular recreation area in the Jemez Mountains. The Forest Service found the river eligible for the national rivers system because of its outstanding scenic, recreational, wildlife and ecological values.

The Pecos River, well known in the folk history of the American West, originates in the Pecos wilderness on the Santa Fe Forest. It descends through rugged granite canyons and scenic valleys and meadows. It is a popular fishing stream and has important geological features. The Forest Service found the river eligible for national designation because of its outstanding scenic, recreational, and cultural values.

Mr. Chairman, we wholeheartedly support the inclusion of these two rivers in the National Wild and Scenic Rivers System and wish to commend senators Bingaman and Domenici for their leadership in introducing this legislation in the Senate. We are hopeful that the bill will be passed by this subcommittee and the entire Senate expeditiously and that a similar bill in the House, introduced by Congressman Richardson, will be equally successful.

Thank you and I will be pleased to answer any questions you may have.

Senator BINGAMAN. Thank you very much.

Let me change the order here and call on Judi Snow next, who is the founder of the New Mexico Route 66 Association. Senator Domenici has to leave for another commitment, but he was very anxious to hear your testimony, and I am, too, of course. So we are glad to hear from you and Mr. Jagnow.

## STATEMENT OF JUDI SNOW, FOUNDER, NEW MEXICO ROUTE 66 ASSOCIATION

Ms. SNOW. Mr. Chairman, Senator Domenici, thank you.

When I first started preparing my testimony, it was based on the Route 66 Association of New Mexico, and it is some 100 members. I found that very quickly, like Senator Domenici, I was getting calls from all over the country from some of the experts that we have been in contact with; so I will be very brief. My written testimony has information from many of those experts.

I think one of the most important things that we have to realize from our grassroots effort is the fact that to the general public, it is history, it is adventure, and it is discovery to travel Route 66. And in my written testimony I have given several examples of the experiences, the personal experiences from California to Illinois.

Secondly, the Route 66 Study Act of 1989 will encourage preservation of American popular culture and, as has been mentioned before, through songs, movies, et cetera. K. Hillison, a New Mexico author from Albuquerque, has written a book, and this is merely on 150 miles of Route 66; and I think that it is a great example of the oral history that we have been talking about in preserving that. I do not want to submit this for the record, but I would like it as part of the permanent file.

Other things that have been happening just recently in New Mexico, we have had filming of a PBS special. It was only a 10-minute segment. Now they are planning to expand that to an hour-long segment. Certainly our "New Mexico Magazine," which again I would like to submit to the permanent file, along with "Arizona Highways."

Senator Bingaman. We will be glad to include all those.

Ms. SNOW. Thank you.

Senator BINGAMAN. Either in the record or the permanent file, whichever they can fit into.

Ms. SNOW. Thank you, Mr. Chairman.

The TV series right now has become even more popular in Europe than what it has been here. In Europe they are now filming or showing the reruns.

Finally, we have a star in New Mexico with Mr. Michael Martin Murphey, who is now doing a video and has just recently done a single of the old Bobby Troup classic.

I think the area that I would like to support on this the most, being a tourism director, is the increase in the economy through tourism. Certainly, Route 66 was very commercial in its heyday, and we feel that this can be made so again through this bill 963.

The grassroots level for preservation has come to us from schoolchildren in Arizona, it has come to us from people in Illinois, and certainly across the route in New Mexico, all the way from Tucumcari to Gallup we have been having meetings on the idea of grassroots preservation. Then just recently I found that there were other areas as well that people want to get involved in preservation. And I have included in my written testimony the comments from Terry Cleeland from the Kaibab National Forest, as well as just what I received yesterday from Mr. Mike Jackson, the Society for Commercial Archeology, and he is very interested, as is their society, in utilizing this bill to further study commercial archeology.

Thank you.

[The prepared statement of Ms. Snow follows:]

# TESTIMONY IN SUPPORT OF

# SENATE BILL 963

# THE "ROUTE 66 STUDY ACT OF 1989"

BY

JUDI SNOW
EXECUTIVE DIRECTOR, GALLUP CONVENTION AND VISITORS BUREAU
DIRECTOR, TOURISM ASSOCIATION OF NEW MEXICO
FOUNDER, NEW MEXICO ROUTE 66 ASSOCIATION

I am submitting th~~is te~~stimony in support of S.963, as an enthusiast of Old Route 66 who has been successful in networking with Route 66 experts across the country. The views and written work of several are included to support my testimony.

## I. THE SIGNIFICANCE OF ROUTE 66
## HISTORY ... ADVENTURE ... DISCOVERY ! ! !

Route 66 is "personal". Everyone knows someone who traveled "The Road" -- experienced it! This played a major role in the 20th century history of our nation. The Road become the symbol of our personal American heritage to seek a better life. Impressions remain today which remind us of the early days of automobile transportation in America and an exciting era of National discovery -- Americans discovering Americans.

Today, with reruns of the old "Route 66" television series airing throughout Europe, which are prompting interest and excitement throughout that continent, the Route provides an opportunity for visitors to personally discover an aspect of our American heritage.

According to Dr. Tom Snyder, Founder of the National Route 66 Association, in his article, Still the Way West,

> *"Route 66 was never an ordinary road. From its commissioning in 1926, the first highway to link Chicago with Los Angeles, US 66 was to townspeople along the route and travelers alike, something special.*
>
> *By the mid-1930's, the highway had begun to assume mythical proportions: it had become the way west. And more. It was John Steinbeck, who recognized a nurturing quality in Route 66, and termed it 'the mother road,' forever embedding the highway and the Joad family in the nation's consciousness.*
>
> *Beyond the sense of history and adventure conveyed by the old road, there's something else: a sense of personal involvement. For the traveler, it's a chance to move through the country and not simply past it. For townspeople along the way, the old route offers an opportunity to connect what has gone before with what lies ahead; to use a personal energy to bond the past to present possibility."*

Jerry Overton, Director of Metropolitan Ambulance Services Trust in Kansas City, Missouri spent vacation time to travel The Road getting research material for his thesis. The road become so personal, the thesis kept getting postponed because, each stop he made opened new avenues to explore.

Tom Teague of Springfield, Illinois calls Route 66 the "Mirror of America" because those who travel The Road learn about America and about themselves. Teague is authoring a book, _Searching for 66_. He researched the book by traveling on Route 66 to find out what is so special about the highway that keeps the interest level and the affection level so high.

Jeff and Laura Meyer, member of the Illinois Route 66 Association, recently completed a trip on Route 66 from their home in Rolling Hills to Santa Monica, California which helped fulfill a _personal_ pioneer challenge for them.

Robert Waldmire, a free-lance Illinois artist and Route 66 enthusiast says it represents the good old days and his _personal_ belief, that "Small is beautiful, old is beautiful, slow is beautiful, safe is beautiful."

The "Route 66 Study Act of 1989" will allow us, and future generations, to experience that sense of personal discovery that travelers of yesteryears felt.

## II. THE ROUTE 66 STUDY ACT OF 1989 WILL ENCOURAGE PRESERVATION OF AMERICAN POPULAR CULTURE THROUGH SONGS, MOVIES, TELEVISION AND ORAL HISTORY.

Primitive cultures have always known the value of Oral History. Today, there is a concerted effort to preserve the Oral History of Route 66 in New Mexico through the efforts of Bill Tydeman, Director, Center for Southwest Research, UNM; and Rose Diaz, Research specialist and Oral Historian at UNM's Special Collections Department; and author K. Hilleson. Here are comments from The Peddler in Hilleson's book "Route 66 Revisited".

*"Route 66. I remember that old highway. How sweet it used to be to drive down that road and see everything between Albuquerque and Arizona! Tourist traps, live rattlesnakes, Indians, chicken fights, movie actors, gamblers and hitch- hikers, you could find all of that along Route 66. That old road brought all kinds of people into the little towns along the highway. Everyone of those people had a dream or a plan or an adventure. And the highway carried them out of town, too, down the road to Budville, Cubero, or Grants, or Thoreau, all the way to California. Its not the same anymore. But then, what a good time it was to be alive and be on the road, traveling down Route 66!*

*...And the towns were so alive! Route 66 went right through Albuquerque and Grants and downtown Gallup. You couldn't by pass any of the little towns like Correo or Cubero or Budville. And things were happening in those towns. You could see people going in and out of stores and hotels and buildings. You could see wagons and teams on the streets with the cars and trucks. The highway went right through the middle of Laguna Pueblo and Paraje. The Indians lived right on the side of the road. It was exciting to be stopped on Route 66 by a herd of sheep. It happened all of the time. You would be on this great highway, the highway that crossed America and some shepherd carrying a goatskin canteen with the hair still on it would decide to cross his sheep and all of the traffic would stop for those sheep. The Interstate misses all of that now. Of course, the economy was different, too. It was around World War II times and things were booming. There was work and there was money. There were mines working near Gallup and there was that big truck farm at Grants and all of the Navajos were raising wool. It was a good time to live. It was a good time to be traveling down Route 66. It can't all be gone. It can't all have vanished so fast."*

## III. I SUPPORT THE POTENTIAL OF AN IMPROVED ECONOMY THROUGH TOURISM UNDER THE "ROUTE 66 STUDY ACT OF 1989"

Route 66 was commercial! The array of goods and services offered by motor courts, all-night diners, last-chance gas stations, and sometimes even "tasteless tourist traps", provided financial benefits to small communities along the route.

Senate Bill 963 provides an opportunity to again reap economic benefits from the Tourism Industry.

Tourism, a major growth industry, has become more sophisticated in recent years. People want to "experience" their leisure time. For this, Old Route 66 fills the bill.

In a letter from Jerry Richard, Executive Vice President, Route 66 Association of Arizona, on October 14, 1987, he states:

> *"...None of us dreamed of the intense interest we were about to arouse, nor how widespread it was to become.*
>
> *The State of Arizona recognized that it has a major tourist attraction of romantic appeal and has worked with us toward Dedicating much of the old highway as Historic Road. Our State Office of Tourism has started preparation of a brochure to be given International distribution. Our State Architectural Historian has indicated interest in considering some old abandoned Cafes and Gas stations for inclusion in the National Register.*
>
> *Even though we have just begun, we see an increase in tourism and a strong nostalgic Route 66 mania emerging."*

The private sector is particularly interested in the economic impact the Route had...and can have again. This became evident in New Mexico when business owners in Gallup, Grants, Albuquerque, Santa Rosa, and Tucumcari began offering support to Country Singing Star Michael Martin Murphey, when it was announced he would be making a Route 66 video, following the release of his Country-Swing recorded version of the Bobby Troup classic.

Acclaimed as the "Troubadour of the West", Murphey is an ambassador for 66, visiting small communities to tell of his experiences and memories on The Road as a small boy while traveling with his family.

The video of 66 is expected to be seen by approximately 50 million viewers nationally. The advertising potential to businesses along the Route vastly exceeds anything their limited budgets could ever otherwise purchase.

## IV. THE ROUTE, A PRODUCT OF A GRASSROOTS EFFORT FOR BETTER AMERICAN ROADS, HAS BECOME THE PROJECT OF A GRASSROOTS EFFORT FOR PRESERVATION.

U.S. Route 66 was officially decertified as a Federal Highway in June 1985.

The following letter dated December 2, 1985 was circulated in Arizona and the surrounding states.

*"To whom it may concern:*

*Route 66, the route of the second westward migration, was abolished this summer by a committee of the AASHTO in Duluth, Minnesota. We are Mr. Bob Kastelic's American History class students in Saguaro High School in Scottsdale, Arizona attempting to preserve this important piece of history.*

*Since Route 66 is so significant to Arizona and other western states, we feel that the public should be aware of the history of it. Our final goal is to place historical land markers along the route that is still traveled. To accomplish this, we need your support. We would appreciate your help in any of the following areas:*

1. *Any information of the route that you might have, or are able to obtain.*
2. *A list of other contacts that would be helpful to us.*
3. *Publicity on what we are trying to accomplish."*

Senate Bill 963 addresses the concerns of these students.

Michael Wallis of Tulsa Oklahoma, a writer for more than 20 years, has lived in several Route 66 locations. He is currently writing a book titled Route 66: *The Mother Road and Its People* to be published by St. Martin's Press in the spring of 1990.

He writes, *"The demise of Route 66 came slowly. As segments of new interstate were completed, the federal designation was stripped from 66, mile by mile, and shifted to the new highway.*

*But there is no killing the spirit of the Mother Road.*

*It lives in the minds and memories of countless nostalgia buffs, historians and Route 66 diehards. From Illinois to California there is an astonishing Route 66* *revival that is growing larger and gaining momentum. Up and down the ghost road are many people who get emotional when it comes to remembering the heyday of the highway. One of them is Bob Audette, a retired steeple- jack and iron worker who lives by old Route 66 in the small mountain town of Barton, just east of Albuquerque. He is leading a battle to purchase Historic Route 66 signs to post along the road.*

*'We hope to eventually get all of Route 66 in the state marked,' says Audette. 'This is history we're talking about. Route 66 is a ribbon of history across the country and with lots of memories. That's what this sign business is all about.'"*

## V. THE "ROUTE 66 STUDY ACT OF 1989" SUPPORTS EVALUATION OF OPTIONS FOR PRESERVATION.

Individual and groups throughout this country, as well as multitudes of foreign visitors, want to preserve The Road. It is therefore fitting that our leaders are providing the vehicle with which to unify the efforts and ideas that are emerging to preserve and redesignate the highway.

Arizona has taken an initiative in this area through Teri A. Cleeland, Archaeologist at Kaibab National Forest, Williams, AZ 86046.

Excerpts from a Press Release:

*ROUTE 66 LISTED ON NATIONAL REGISTER*

*"US Route 66 recently passed another milestone on the road to immortality when seven Arizona segments of the historic highway were entered onto the National Register of Historic Places. This is the first National Register listing for any portion of Route 66 in the country.*
*The seven segments of the Route now listed on the National Register represent the highway during several decades of improvement and realignment.*

*Historic designation through Williams, Arizona is especially fitting because it was the last "Route 66" town in America to be by-passed and has now become the first to preserve the Route."*

Ms. Cleeland's comments in support of S.963:

*"I. Best ways to study and preserve Route 66.*
*As the Park Service will be undertaking the study, I suggest that the National Register of Historic Places be the medium for study.*

*To provide uniform criteria across country*

*To provide for protection on Federal lands and from Federally funded projects. Local ordinances may provide further protection.*
*Such nomination is feasible and has already been accomplished in Arizona (Kaibab National Forest)*

*II. Options for use*

*A. Tourism and Recreation*
*In Arizona: the Arizona Route 66 Association encourages travelers to exit Interstate 40 and drive on the longest remaining section of Route 66 in the country. Some 130 miles between Seligman and Kingman, Arizona. They have an auto tour brochure and yearly "fun run" caravan of old cars. The Kaibab National Forest, in addition to developing an auto tour brochures for portions open to vehicles, is developing two mountain bike loop tours for abandoned sections.*

*B. Other options*

*Oral histories of people associated with Route 66 and books, videos, displays, photo archives.*

*Much of Route 66 remains on the landscape and there is tremendous national and international interest in it. We strongly support this bill."*

SOCIETY FOR COMMERCIAL ARCHAEOLOGY
c/o Room 5010
National Museum of American History
Washington, D.C. 20560

U.S. Route 66: Comments to the Senate Committee on Energy and Natural Resources on Senate Bill 963, June 21, 1989.

The Society for Commercial Archaeology supports Senate Bill 963, a bill authorizing the National Park Service to study methods to commemorate Route 66. More than any other highway, Route 66 symbolizes the American travel experience of the mid-20th century. A study of the historic resources of this highway will stimulate a new generation of historians, preservationists and enthusiasts to the subject of roadside architecture, road building and commercial development we lump under the term "commercial archaeology." This study of the recent auto-generated environment is not unlike the investigation of a lost civilization. Artifacts, archives and oral histories are three principle sources used to piece together the complex story of American roadside development. Though Route 66 is seemingly recent, the American commercial environment regenerates itself so rapidly that the architectural and physical evidence of this roadside is often lost before it has been recorded. It is imperative that the thorough investigation of historic Route 66 be done soon, or much of the physical evidence of this past will be lost.

The Route 66 study will develop new ways to survey, record, protect and promote the large and small artifacts of roadside development. This will be no easy task as much of the history of roadside architecture is yet to be written. The Society for Commercial Archaeology will assist the National Park Service in the task of assembling these histories. The methods and materials developed as part of the Route 66 study can be the first major public initiative for comprehensive highway histories. The benefits of the study will be of immediate use to the study, interpretation and commercial rediscovery of Route 66. This alone is deserving of public support. However, the Route 66 study can be of great future benefit to other individuals and groups studying historic highways. U.S. Route 1, the Lincoln Highway, the Dixie Highway are but three other corridors of history and tourism that can benefit from the model that is developed here. With these benefits in mind, the Society for Commercial Archaeology strongly supports Senate Bill 963 for the recognition and promotion of Route 66 and as a model for the future understanding of America's historic highways.

Prepared by:
Mike Jackson
Society for Commercial Archaeology
Board of Directors; June 21, 1989

Besides offering total support for Senate Bill 963, I wish to commend Senators Dominici, DeConcini, Bingaman, Bond, Boren, Cranston, Dixon, and Simon for recognizing the needs, desires, and interests of their constituents; and for their cogent insight into the importance and lure of "The Road".

* * * * * * * * * * * * * * * * * *

Names, addresses, and phone numbers of those individuals quoted or referred to in this testimony:

Dr. Tom Snyder
National Route 66 Association
P.O. Drawer 5323
Oxnard, CA 93030
805-485-9923

Tom Teague, Author
1208 Edwards
Springfield, IL 62704
217-787-8839

Robert Waldmire, Artist
P.O. Box 110
Rochester, IL 62563
217-498-9375

Rose Diaz
Oral Historian UNM
Special Collections Dept.
Albuquerque, NM 87131
505-277-7171

Jerry Richard
P.O. Box 66
Kingman, AZ 86402

Michael Wallis, Author
2716 S. Rockford Dr.
Tulsa, Ok 74114
918-74702882

Teri Cleeland
Kaibab National Forest
800 S. Sixth St.
Williams, AZ 86046
602-635-2681

Jerry Overton
M.A.S.T., Exec. Director
5835 Troost
Kansas, MO 64110
816-361-1700

Jeff & Laura Meyer
Illinois Route 66
2802 Fremont St.
Rolling Meadows,IL 60008
312-392-0860

William Tydeman, Ph.D.
Director, Center for
Southwest Research
UNM General Library
Albuquerque, NM 87131
505-277-7173

K. Hilleson
Route 66 Revisited
P.O. Box 7639
Albuquerque, NM 87194
505-247-3136

Michael Martin Murphey
P.O. Box FFF
Taos, NM 87571

Bob Audette
1357 Route 66 East
Tijeras, NM 87059
505-281-1119

Judi Snow, Exec. Dir.
Gallup C.V.B.
P.O. Drawer Q
Gallup, NM 87305
505-863-3841

Senator BINGAMAN. Thank you very much.

Since Senator Domenici has to leave, let me just ask if he has any questions of either Ms. Snow or any of the other witnesses.

Senator DOMENICI. Thank you very much, Mr. Chairman.

Let me just ask if these documents might be made a part of the record, the song, "Route 66," written by Robert Troup, an article on the Route 66, and a few other items. I think they will contribute to the record.

Senator BINGAMAN. We will include all those.

Senator DOMENICI. Let me ask you, Judi, if the Park Service proceeds with this study, are you telling us that they must include an opportunity for grassroots involvement? Because there are many groups that can contribute to any plan because they would like to be involved, and indeed, there might be private preservation efforts, if it is done with a broad enough scope of participation.

Ms. SNOW. Yes, Senator. I think that getting the Park Service to initiate what needs to be done is absolutely necessary. I think that they can lead the way. But there is so much support out there from private enterprise and volunteers that yes, as an entire group we are supporting the bill.

Senator DOMENICI. So if it looks like a very big job, the point you are making, if I gather correctly, is if it is coordinated right under a concept and a plan, we might be surprised to find the kind of local support which might enhance and contribute to it?

Ms. SNOW. Sir, I think you would be very much surprised, yes.

Senator DOMENICI. Well, I thank you very much for your testimony and your efforts. I, too, share your enthusiasm.

Might I just move to Chuck for a minute. While I have no questions, I just want to thank you for your patience and for all you are doing. I would think that we would accommodate your request with reference to the mayor's task force, and I am sure the chairman will be looking at this with the committee as we work on it. But I think maybe we can incorporate that that task force would report to the Park Service as they proceed with their evaluation, and then that you make it available to the committee.

I do not know that we can commit to a hearing on it, but if they, the professionals, have the recommendations, I would assume that would go part way toward satisfying your request.

Mr. BERNHARD. I think that is fine. Thank you.

Senator DOMENICI. My compliments to the community, the mayor, and the task force. I think we are all looking for the same thing.

Mr. BERNHARD. Thank you for your bills.

Senator BINGAMAN. Chuck, I know you need to leave right away, so let me just ask you one question. Then we will go to Mr. Jagnow's testimony.

Have you done any preliminary estimates as to the economic impact that this Cave Research Institute might have in the Carlsbad area? I know that your primary focus is economic development for that region.

Mr. BERNHARD. Oh, it obviously could help Carlsbad, and I kind of like the suggestion of putting it somewhere other than in the park. As you know, our problem in Carlsbad is that the city is 20 miles north of the caverns, and people often visit the caverns and then leave and never come to the city.

It could have a great impact if it were located actually within the city of Carlsbad. And in and of itself, I am not sure what it is made of yet, so I could not really tell you what the impact would be, but it certainly would be beneficial.

Senator BINGAMAN. We can dismiss you, too, so that you can make your next appointment, and then let me call on Mr. Jagnow to testify. And I apologize for skipping over you in the order here, but we had a couple of people we were trying to accommodate.

Go right ahead. We are glad to have you. You are with the National Speleogical Society in Huntsville, Alabama, as I understand it.

## STATEMENT OF DAVID JAGNOW, NATIONAL SPELEOLOGICAL SOCIETY, INC.

Mr. JAGNOW. Actually, I am testifying on behalf of the National Speleological Society, but I am a New Mexico resident, and I would be happy to point that out.

Senator BINGAMAN. Oh, terrific. Where do you live?

Mr. JAGNOW. I live in Los Alamos.

Senator BINGAMAN. Well, you look like a man of good judgment. I was just surprised to hear you were from elsewhere.

Go ahead.

Mr. JAGNOW. I am a consulting geologist. I am also chairman of the Science Advisory Committee for the Lechuguilla Cave Project, and I have been involved, personally involved in mapping and studying Lechuguilla Cave since 1973. At that time we attempted—unsuccessfully, I might add—to dig into the cave, but we knew from the air blowing out of this massive breakdown that there had to be much passage behind it.

Today, I am representing the National Speleological Society. It is the largest caving organization in the world. This is a national nonprofit organization that for approximately 50 years has been dedicated to the scientific study and conservation of caves.

I presented my written testimony to you. I will just summarize at this point on both bills S. 558 and 855. I might also point out that we have presented a videotape entitled "Lechugilla Cave: The Hidden Giant." This has been filmed by the Denver Museum of Natural History, and it has been presented to each of the subcommittee members.

Senator BINGAMAN. We will not be able to include that in the record. I hope you understand that.

Mr. JAGNOW. We would like to submit a copy of the tape for the permanent file.

Senator BINGAMAN. All right. Thank you.

Mr. JAGNOW. The NSS, or National Speleological Society, supports the concepts of both bills to encourage further study of Lechuguilla Cave. Our members were involved in the original discovery in 1986, and since that time have contributed more than 30,000 volunteer hours or more than 15 man-years of volunteer time toward the Park Service in studying this case. And that does not count the additional hours spent traveling to and from the cave and drafting up maps and inputting data into the computer.

One result of these studies is the map that is presented over here at your right. This map is somewhat out of date. As you pointed out, this was at the end of the March expedition, on March 21st of this year. At that point in time the cave was up to 32.9 miles. We have just completed the Memorial Day expedition, a 10-day expedition, and as of about three weeks ago we are now up to 36.7 miles. So the cave is rapidly increasing in distance. It is now the seventh longest cave in the United States, the 11th longest cave in the world, and it is the second deepest cave in the United States, at a depth of 1,501 feet. So it is a very significant cave.

Lechuguilla Cave has rapidly become a world class cave. It contains formations which have not been found in any similar size, or similar quantity or type in any other known cave in the world. To give you some idea of what the cave contains, I have brought some prints of photographs that I have taken in the cave.

This is a photograph of Lake Chandelar. This is in the southwestern portion of the cave labeled on the map as the Leebarge Borehole, a very beautiful lake, pristine lake, crystal clear with an underwater flash.

Senator BINGAMAN. How far across is that lake?

Mr. JAGNOW. The lake is approximately 15 feet across and maybe 10 to 15 feet deep. There are much larger lakes that have been discovered in the cave, some 700 feet in length and maybe 40 feet in depth.

This is a shot of the deep sea. This is very located at the very eastern end of the Western Borehole, at a depth of approximately 1,100 feet below the surface. This is one of the more massive flowstone areas of the cave. Where the cave goes directly under some of the surface drainages, we tend to have more flowstone deposits like this, or similar to that of Carlsbad Caverns.

What really makes this cave unique are the gypsum deposits that are in the cave. These are very delicate deposits. Here is a caver, Rick Bridges, standing below a 12-foot long gypsum chandelier. These are actually gypsum stalactites. Each of these weighs more than a ton, and yet it is the hardness of two. Gypsum can be scratched by your fingernail.

This is a very delicate thing, and in places we have found these that have fallen to the floor by natural causes. But it is a much more delicate environment than in Carlsbad Caverns, because if you get too much water on the gypsum, it readily dissolves. If you dry it out, it dessicates and cracks, and then it goes to volumetric shrinking and with cracks. So it is a very delicate environment.

These are some 6 foot gypsum chandeliers. This chandelier is about 18 feet in length. Over here on the floor you see one that has fallen to the floor and again, it weighs more than a ton. Very spectacular formations in this cave.

As a caver, and as far as the National Speleological Society is concerned, the concept of a Cave Research Institute is a very exciting concept. It is something we have looked forward to for many years.

There are some National Cave Research Institutes around the world. There is one in France, there is one in Yugoslavia, and last spring I had an opportunity to visit the Karst Institute in China, in the People's Republic of China, an outstanding institute.

It would certainly be a very valuable and a nationally significant opportunity if we did have a Cave Research Institute. Caves provide us with a valuable natural laboratory. The studies of groundwater have been tremendously influenced by our studies in caves and by the access it allows us underground.

We have been able to solve many of the groundwater pollution problems that are so prevalent in various portions of the United States. Studying cave ecology, or the ecosystems within caves, have allowed us to better understand ecosystems on the surface.

The caves in the Guadalupe Mountains are of particular significance because of their origin and I was one of the first researchers back in 1970—in the early 1970s, to propose that these caves were dissolved by sulphuric acid rather than carbonic acid.

Most of the caves in the United States and the world are dissolved by carbonic acid reaction, but these particular caves in the Guadalupe Mountains appear to be related to the underlying hydrocarbons and leaking probably primarily hydrogen sulfide gas, and when the hydrogen sulfide gas mixes with the groundwater it forms a mild sulphuric acid and then as it dissolves the limestone it leaves gypsum behind.

So the cave development within the Guadalupe Mountains—and there is some 300 known caves within the Guadalupe Mountains. It is one of the most prolific areas of caves anywhere in the country. This would be a real unique location for a National Cave Research Institute.

The origin of these caves is going to be of particular interest to the petroleum industry in that as a petroleum geologist I am often looking for oil and gas reservoirs. The reservoirs are porosity that has been developed in the subservice.

In many West Texas and also New Mexico fields, the porosity development is actually developed in the form of caves, and so the origin of the caves in the Guadalupe Mountains has new implications for the petroleum industry when studying reservoir development, or the origin of the porosity of the rock.

So the NSS does support the creation of Cave Research Institute. We would certainly like to see it to be of national scope. We would also like to amend S.855 to include a Research Advisory Committee composed of qualified scientists who could help identify the research needs.

Also, we are somewhat concerned that creating an institute as an operational unit of Carlsbad Caverns National Park might limit its effectiveness in terms of national research.

Senator BINGAMAN. Could you repeat that last point?

Mr. JAGNOW. We are somewhat concerned that creating the institute as an operational unit of Carlsbad Caverns National Park might limit its effectiveness in terms of national research, and I think that may have already been clarified by the Park Service in that they are hesitant to get outside of park control lands and we think that the institute should be of a national scope.

Senator BINGAMAN. Let me follow up on this, and other questions although. I do not mean to interrupt your testimony. Do you have an alternative suggestion, if you do not think that the Park

Service should organize this? Do you have a clear idea of who should be in charge of this?

Mr. JAGNOW. I think the Park Service would be an excellent agency to conduct the study, to propose the Cave Research Institute and to formulate how it is going to be formed, but I would really like to see the Cave Research Institute under the management of some kind of a broader committee with representatives from the Park Service, the Forest Service, BLM, various cave management agencies, people that use caves—maybe a representative representing commercial caves throughout the United States—but be able to bring in on the committee that manages this institute, be able to bring in the expertise, really, world-wide or Nation-wide certainly, the experts in caving.

Senator BINGAMAN. Go right ahead.

Mr. JAGNOW. Let me finally comment on Senate Bill 558. Our primary problem with this bill lies in Section 3A, which states, and I quote,

> The study shall include but not be limited to an evaluation of the feasibility of constructing facilities to provide public access to the cave and evaluation of the feasibility of designating the cave as wilderness.

While the intent of this bill is good, to further study Lechuguilla Cave, we feel that it is somewhat misguided in that the cave already is wilderness. The National Park Service management policies published in 1988 clearly states, and I quote, "Caves with all entrances in wilderness will be managed as wilderness," and the NSS agrees with the National Park Service that the caves located in wilderness areas are already wilderness. This precludes any attempt to commercialize Lechuguilla without an act of Congress and such legislation to which we would be totally opposed.

Given that Lechuguilla Cave is already wilderness, the direction given in S. 558 would only be appropriate if passages are found in the future to extend outside of the Carlsbad Caverns National Park wilderness boundary and that is quite a possibility. Just on the most recent expedition, about three weeks ago, we really busted out of the eastern end of the cave and we have surveyed an additional 6,000 feet of passages extending the eastern edge of the cave about 1,900 feet to the east.

In the process they have found large, what they called an eastern borehole that is now—in places, it is 100 to 200 feet in width and with ceiling heights of 70 to over 100 feet. In the process of surveying that 6,000 feet of new passage they discovered this by going through a seven inch high crack. That is how they originally squeezed into this area.

It has now been enlarged to about ten or 12 inches, but you still have to go through that restriction. It takes—these were 42 hour trips that it took to explore that portion of the cave, and you also have to traverse 925 feet of rope work just to get out to that portion of the cave now.

But in the process, they have turned up 30 brand-new unsurveyed leads that lead off of that portion of the cave. So it has been a fairly significant recent discovery and in all likelihood we will probably be heading toward the north, closer to Bureau of Land

Management property. So that question probably needs to be addressed further with S. 558.

In conclusion, I would just like to say that the National Speleological Society would like to cooperate in any way possible in further studying Lechuguilla Cave, and while S. 558 has some merit, we feel that the Cave Research Institute under S. 855 has much more long-term value.

The Cave Research Institute would certainly be of national significance and it would bring some long-deserved recognition to a very exotic resource that many of our Federal agencies manage—that of cages.

Mr. Chairman, thank you for this opportunity to testify on these two bills and I would be glad to answer any questions you might have.

[The prepared statement of Mr. Jagnow follows:]

**NATIONAL SPELEOLOGICAL SOCIETY, INC.**
**Affiliated with the American Association for the Advancement of Science**
**Dedicated to the exploration, study, and conservation of caves**

**Cave Avenue** **Huntsville, Alabama 35810** **205-852-1300**

Testimony on S. 558 and S. 855, bills relating to Lechuguilla Cave and environs, for the Senate Committee on Energy and Natural Resources, Subcommittee on Public Lands, National Parks, and Forests, June 21, 1989.

Mr. Chairman and Members of the Subcommittee:

My name is David Jagnow. I am a Consulting Geologist and Chairman of the Science Advisory Committee for the Lechuguilla Cave Project. I am here today representing the National Speleological Society (NSS), a national non-profit organization which for almost fifty years has been dedicated to the scientific study and conservation of caves. Our members were among those who, in 1986, originally dug through a plugged passage to discover the spectacular wonders which have been found in Lechuguilla Cave in New Mexico.

Lechuguilla is considered a world-class cave by all serious cave explorers who have visited it. The 36.7 miles of passages already found in the cave make it the 7th longest known cave in the United States and the 11th longest in the world. New passages are being discovered on a regular basis, with each expedition mapping at least 4 miles of additional passages. Also, the cave's depth, at 1501 feet, makes it the second-deepest cave in the country. But beyond its size, Lechuguilla is of major importance for its mineral formations, some which have never been seen in other caves, and others which occur in a size and abundance that, to the knowledge of our members, exists nowhere else in the world.

Today the Subcommittee is considering two bills: S. 558 would authorize a study of methods to protect and interpret Lechuguilla Cave, and S. 855 would create a "Cave Research Institute" at Carlsbad Caverns National Park to study Lechuguilla and other caves in the area.

The NSS wholeheartedly supports the concept contained in both S. 558 and S. 855 of continuing studies at Lechuguilla Cave. It should be noted that our members and other cavers have already initiated studies at Lechuguilla and other area caves. When the new passages were opened at Lechuguilla, our members, working in cooperation with the staff at Carlsbad Caverns National Park, created the Lechuguilla Cave Project to coordinate mapping of the cave and other research projects. Professional geologists and other scientists have been deeply involved with these studies. In addition, members of the four chapters of the NSS located in New Mexico (the Mesilla Valley Grotto, the Pajarito Grotto, the Pecos Valley Grotto, and the Sandia Grotto) as well as many members who live in other parts of the country have participated in the exploration, mapping, and study of all the caves known in the Park region. It has been largely the information provided by our members and other cavers to the National Park Service, Forest Service, Bureau of Land Management, and other Federal and state agencies, which has made the staff of those agencies aware of the cave resources which can be found on lands under their jurisdiction.

The National Speleological Society supports the concept of a Cave Research Institute which is national in scope as provided in S. 855. Similar institutions exist in the People's Republic of China, France, and Yugoslavia. Those countries have recognized that the study of caves provides vital information on important topics such as groundwater and groundwater pollution. Understanding the delicate cave ecology provides a baseline for understanding more complex ecosystems on the surface. The study of cave animals such as bats has provided us a wealth of information that has been applied to research on sonar, artificial insemination, aging, and other fields. Extensive systems, like Lechuguilla Cave, afford the geologist a unique opportunity to examine the very interior of the Capitan Reef geological formations, yielding additional data to supplement the study of cores, drill cuttings, electric logs or other geophysical means of studying the geology. The caves of the Guadalupe Mountains are yielding new clues to help the petroleum industry better understand porosity development in karst reservoirs. Caves provide a secluded environment for the study of effects of long-term isolation on humans--knowledge that can be useful to our astronauts in space.

While we would prefer to see the longer-term commitment to scientific study which is incorporated in S. 855, we do see some problems in both bills which should be clarified before either or both are passed by Congress.

Our primary problem with S. 558 lies with Section 3(a), which states, "The study shall include but not be limited to an evaluation of the feasibility of constructing facilities to provide public access to the cave and evaluation of the feasibility of designating the cave as wilderness."

It is our belief, based on the accumulated expertise of our members, that providing "public access" to Lechuguilla in the sense of "commercializing" it with walkways, lights, and other features such as those found at Carlsbad Cavern not only is impractical from a financial point of view, but also could destroy the very features of the cave which make it unique. Even minor changes in air flow and humidity, for example, could result in destabilizing the existing environment in Lechuguilla, which could destroy the massive gypsum and other formations which make the cave so unique. We are convinced that any study undertaken by the National Park Service under S. 558 would come to our conclusion, that commercialization is not an appropriate use of the cave and would not add appreciably to the tourist income of the surrounding area.

In addition, Mr. Chairman, Lechuguilla Cave already is a wilderness area! It is being managed as such by the National Park Service. The entrance and all of the passages known to date underlie the Carlsbad Caverns National Park Wilderness Area (created in 1975). The National Park Service Management Policies, published in 1988, states "Caves with all entrances in wilderness will be managed as wilderness." The Society agrees with the National Park Service that caves located in wilderness areas are, themselves, part of that wilderness. Caves cannot be separated from a surface designation of wilderness. They must be managed in accordance with the Wilderness Act and the rules and regulations which implement it. Any attempt to manage or utilize Lechuguilla in a way not consistent with the Wilderness Act would require appropriate legislation passed by Congress--legislation to which we would be totally opposed.

Given that Lechuguilla Cave already is a designated wilderness area, the direction S. 558 gives to the Secretary of the Interior to consider such designation only will be appropriate if passages are found in the cave in the future which extend outside of the current boundaries of Carlsbad Caverns National Park Wilderness Area or which might be negatively impacted by activities taking place on lands outside of the Wilderness Area.

S. 855, which would create a Cave Research Institute, is an exciting concept with great possibilities. The bill authorizes the valuable study of Lechuguilla and surrounding caves without raising the specter of removal of the cave from wilderness designation which is incorporated in S. 558.

S. 855 contains some inconsistencies and requires further definition of what the Cave Research Institute would be. For example, Section 2(6) states that the Institute would serve "as an operational base for study of caves in other regions and as a focal point for storage of data on cave geology and speleology." This statement implies that the Institute will be national in scope. Sections 2(1) through 2(4), however, focus on the valuable cave resources in the Carlsbad Caverns National Park and the Guadalupe Mountains National Park, implying that the scope of the Institute should be regional. Finally, Section 3 establishes the Institute as "an operational unit of Carlsbad Caverns National Park", implying that the scope of research simply should be those caves found in the Park. We believe, therefore, that the intended scope of the Institute needs to be clarified in S. 855, and as we have already commented, an Institute which is dedicated to the study of caves across the nation would have national value and importance.

While it is appropriate for the proposed Cave Research Institute to be managed by the U.S. Department of the Interior, we recommend that, with a national scope, the Institute should not be potentially limited by being created as an operational unit of Carlsbad Caverns National Park. While Carlsbad Cavern and Lechuguila Cave certainly will be of interest to many researchers, the National Speleological Society knows of some 40,000 caves located across the nation. These caves each have their own special characteristics and values, and many already have attracted researchers in the various disciplines of speleology. An understanding of their geological and hydrological features has proven valuable to many states and industries.

Although the staff of the Institute may be relatively small and may be limited to administrative functions, it should include people who are knowledgeable about caves and who can interact with all qualified cave scientists and explorers to exchange information. We recommend that S. 855 include provision for a research advisory committee which would be composed of qualified scientists in the various disciplines of speleology and which would set research goals for the Institute. The NSS currently has a similar group which selects recipients for grants for scientific research in caves. This type of advisory committee would provide essential support to the Cave Research Institute.

In addition, we support the concept of cooperative agreements which is stated in Section 4(1) but urge that the word "groups" be inserted after "institutions" to ensure the broadest possible interpretation of levels of cooperation which are available.

A library is an integral part of any research institute. The National Speleological Society during its 50-year history has maintained and expanded its collection of books and other materials on caves around the world and, most particularly, in the United States. Our library at our national headquarters in Huntsville, Alabama, is perhaps the largest collection of speleological material in the world. A cooperative agreement between the NSS and the Institute could be developed whereby the material which we have could be made available to researchers operating under the auspices of the Institute.

In conclusion, Mr. Chairman, I can assure you that the National Speleological Society will continue to cooperate in any way possible to further the studies of Lechuguilla Cave. While we feel that S. 558 has some merit, we feel that S. 855 certainly has more long term value. A national scope for the Cave Research Institute would have national significance. Such an Institute will also bring some long deserved recognition to the importance of caves, a national resource that has only been partially appreciated to date by the general public.

Thank you for the opportunity to testify on these two bills, Mr. Chairman. I will be glad to try to answer any questions you may have.

Senator **BINGAMAN**. All right. Thank you very much. I have a couple of questions to put to various of the witnesses. Let me start with Miss Snow and ask you to describe the makeup of the New Mexico route 66 association and the activities that you have engaged in so far? Is it an association put together just to promote the passage of this legislation, or is it an association that has an on-going purpose?

Ms. **SNOW**. No, Mr. Chairman. It was formed in March this year, prior to knowing about this legislation. It is made up from both public and private sector representatives from—starting in Tucumcari, going through Santa Rosa. Of course, a large membership from Albuquerque and then going west we have members in Grants, Budville, Quivera and of course Gallup.

It was put together to see just whether the interest was there in New Mexico. That was what our initial meeting was for on March 13. We had the meeting at La Placada and people from around the state, including Santa Fe, came to that meeting and showed great interest.

We decided at that point that we needed to take it to the people in the various communities, so we are now—we have had one meeting in Grants, one in Santa Rosa, one in Gallup, and our next one is in Tucumcari. We will follow that in August with one in Santa Fe, and then we are having a large one which we hope will bring everyone statewide together in Albuquerque in September.

What has been accomplished so far has been involving the local people in each of these communities, to let them know the advantages to their businesses and to their community economically and through tourism.

Senator **BINGAMAN**. So I understand your association would intend to pursue this goal of promoting Route 66 whether this legislation passes or not. Obviously, this legislation would be a help.

Ms. **SNOW**. That is correct, yes.

Senator **BINGAMAN**. All right. Mr. Jagnow, you have indicated that you support the establishment of a National Cave Research Institute. If we had one National Cave Research Institute, is this the right place to put it? I mean, near the caves in the Carlsbad area, or are there other places in the country that are likely candidates for that?

Mr. **JAGNOW**. I can think of no better place to put a National Cave Research Institute than in the area in the Guadalupe Mountains in Carlsbad Caverns National Park. It is probably the finest caving area in the United States and certainly with a world-class cave like Lechuguilla Cave, it does merit a significant amount of study.

Senator **BINGAMAN**. Okay. Mr. Coyle, I had asked the Forest Service representative here about the differences between the Senate version of the bill and the House version. In the Senate version we have specific language designating the different parts of the Wild and Scenic Rivers—one part wild, one part scenic, one part recreational. Is that also your preference that we do that in the legislation, rather than leaving that up to the agency to classify?

Mr. **COYLE**. Yes. In the past, we have objected to Congress unilaterally—Members of Congress unilaterally making that decision without the benefit of the expertise of the agency, the Forest Service, but in this case the Forest Service has conducted a study, they have come forward with recommended classifications for the river and we believe that level of specificity is very desirable for the bill to have. It makes management easier later on.

Senator BINGAMAN. Well, I appreciate the testimony of everyone on the panel. I think it has been very useful. I think we have had a good hearing, and we will take the record that we have built here and use that to make some changes in these bills and then go forward. I think we can have a mark-up on these bills sometime in the next couple of months.

Thank you all very much, and we will conclude the hearing with that.

[Whereupon, at 3:45 p.m., the hearing was adjourned.]

# APPENDIX

## Additional Material Submitted for the Record

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HENRY BELLMON
GOVERNOR

STATE OF OKLAHOMA
OFFICE OF THE GOVERNOR
OKLAHOMA CITY

July 3, 1989

The Honorable Dale Bumpers
Chairman, Subcommittee on Public Lands, National Parks and Forests
364 Dirksen Senate Office Building
United States Senate
Washington, D.C. 20510

Dear Dale:

Attached is a statement supporting your hearings on S.963. There is a lot of nostalgia connected with this highway which still serves an important local purpose.

Congratulations on your leadership and best wishes to you and Betty.

Sincerely,

Henry

Henry Bellmon

HB:bjh

Attachment

P.S. Shirley is doing fine as a grandmother with four grandsons to supervise!

## STATEMENT BY GOVERNOR HENRY BELLMON, OKLAHOMA

As Governor of Oklahoma, I am pleased to support S.963, the "Route 66 Study Act of 1989." This highway crosses the full length of our state and millions of travelers have benefited from its usage over the years.

In addition, Route 66 has gained literary, television and musical fame. I am extremely pleased to learn of the proposal for study of old U.S. Route 66 Highway. Oklahomans have been reflecting on the significance of the highway in history, culture and economy, especially since its removal from the U.S. highway system.

Some groundwork in the area of this bill has been started in Oklahoma. In 1983-84, the Oklahoma State Historic Preservation Office conducted a study of the Oklahoma section of Highway 66 and related historic resources. This resulted in identification of an original segment, tourist courts, service stations and many other remaining, meaningful properties. This can and should be updated.

In 1987, the Lincoln County Historical society successfully pursued state designation of that county's portion as "Memorial Old Route 66. In 1988 University of Oklahoma Press published Route 66, a history by Susan Kelly.

Early this year a small grant from the National Trust for Historic Preservation was awarded to the Oklahoma Department of Tourism to conduct a study of Route 66 in Oklahoma as a tourist destination. A firm is now being selected.

On April 21, I signed Oklahoma House Joint Resolution No. 1029, calling for four state agencies to designate Old U.S. Route 66 in Oklahoma as "an historic route and to provide technical assistance to coordinate community efforts in promotion, interpretation and economic development...." This was enthusiastically endorsed by both houses of the state legislature.

Since it is in keeping with their duties and an initial study has been accomplished, I feel it important that State Historic Preservation Offices (SHPO) be named partners with the National Park Service in the endeavors called for by S.963. There will need to be some funding made available to them also.

(more)

Page 2, Statement by Governor Henry Bellmon, Oklahoma
(continued)

Some historic sites and properties have been identified as eligible for National Register of Historic Places listing. Some can be considered endangered, or existence threatened. I would encourage some allowance be made for funding stabilization of those deemed a critical part of the developing project.

I congratulate Chairman Bumpers for holding hearings on S.963 and urge the inclusion of SHPO involvement and preservation funding for critical, endangered important sites. If other SHPO offices have conducted studies, perhaps it could be possible to complete the nationwide comprehensive report earlier than two years after funding. Results could mean important, needed economic development for Oklahoma and all states served then and now by Old U.S. Route 66.

HENRY BELLMON
GOVERNOR

1907

GLENN SULLIVAN
EXECUTIVE DIRECTOR

STATE OF OKLAHOMA
TOURISM AND RECREATION DEPARTMENT

June 30, 1989

The Honorable Dale Bumpers
Chairman Subcommittee on Public Lands
National Parks and Forests
364 Dirksen Senate Office Building
United State Senate
Washington, D.C. 20510

Dear Senator Bumpers:

Subject: Route 66 Study Act of 1989, S. 963

The attached statement is submitted as testimony in support of S. 963. Oklahoma is very interested in the assistance that the National Park Service could provide in coordinating the various states' efforts which are currently underway.

Thank you for the opportunity of submitting our comments.

Sincerely,

Glenn Sullivan
Executive Director

GS:pg

cc: Senator Peter Domenici
Senator Dave Boren
Senator Don Nickles
Representative James Inhofe
Representative Mike Synar
Representative Dave McCurdy
Representative Wes Watkins
Representative Mickey Edwards
Representative Glenn English

Testimony submitted to the U.S. Congress regarding the proposed study of Route 66, S.B. 963, author and sponsor Peter V. Domenici, from the State of New Mexico.

Submitted by Glenn Sullivan, Executive Director of the Oklahoma Tourism and Recreation Department, State of Oklahoma.

National figures show tourism spending generated an estimated $313 billion dollars in 1988, making travel and tourism 6.6 percent of the Gross National Product.

The State of Oklahoma recognizes tourism as the second-largest industry within the State generating over $3 billion of income over the course of a single year. A part of the benefit achieved through tourism and travel is the generation of interest in history, community and a place within Oklahoma. In the history of automotive transportation, few roadways have done more to bring the traveler through places of interest and into community than old Route 66. In contrast to the interstate system which sought to expedite transportation, old Route 66, Steinbeck's "Mother Road," actually enhanced and enriched the transportation experience.

Route 66, its alignment and orientation, though varied through the years, did one thing consistently--it brought America through the heartland and into close personal contact with the communities in Oklahoma and other states it linked together. The road extends over 390 miles through Oklahoma and touches communities of all sizes including our two major cities, Tulsa and Oklahoma City.

Route 66 provided the scenic route through which one could experience the true American countryside rather than become detached from it and the travel itself became the adventure rather than a means to an end.

Through the course of time, various architectural enigmas have become associated with the route. Everything from rattlesnake curio shops to roadside diners and unique automobile-related architectural elements, still exist along the route. The vast majority of our population have had some contact through their lives with old Route 66. As children, we may have traveled it for a family vacation and as adults we can relive those experiences, if the route is preserved.

The State of Oklahoma, in addition to New Mexico and Arizona, have already recognized the historic value and tourism potential of this old route. We ask that you strongly consider passage of the Route 66 study bill, S.B. 963, which would allow the National Park Service to complement and assist our states' efforts by studying the entire route.

We are not asking that the Federal Government take this project away from the states which have already initiated substantial efforts but rather we ask that the NPS be allowed to enhance our efforts and work as a partner with Oklahoma, New Mexico and the other states along old Route 66 in order to create the best possible package available to the public who know and remember the importance of Route 66.

Thank you for this opportunity of presenting written testimony.

OKLAHOMA
DEPARTMENT OF COMMERCE

HENRY BELLMON
GOVERNOR

DONALD D. PAULSEN
EXECUTIVE DIRECTOR

July 3, 1989

The Honorable Dale Bumpers, Chairman
Subcommittee on Public Lands, National Parks and Forests
364 Dirksen Senate Office Building
United States Senate
Washington, D.C. 20520

Re: S.963; 66 Study Act of 1989

As a member of the Oklahoma Route 66 Task Force and State Coordinator of the Oklahoma Main Street Program, I am pleased to learn of the 66 Study Act.

In the short time our task force has been working on the official designation of Oklahoma's Route 66, we have been encouraged by the positive response from Oklahomans interested in Route 66. At the same time, Route 66 enthusiast from Illinois to California seem to be growing in number.

As you continue to develop your plans for national recognition of Route 66, I hope that you will consider how important the State Historic Preservation Offices are to the work of the National Park Service in compiling a comprehensive national report.

Oklahoma's SHPO has already completed a survey of historic structures on Route 66 several years ago. Historically, the SHPO's are underfunded, so please consider as part of your Route 66 Program special appropriations for these states to update, initiate or complete work which will tie together "Americas Main Street" for all to enjoy.

Susie Clinard

Susie Clinard
State Coordinator
Oklahoma Main Street Program

*6601 Broadway Extension • Oklahoma City, Oklahoma 73116-8214*
*Telephone: 405-843-9770 • Telex: 350352*

HISTORIC
ROUTE
66
ASSOCIATION OF ARIZONA

**Historic Route 66 Association of Arizona**
P.O. Box 66
Kingman, AZ 86402

June 23, 1989

Senator Pete V Domenici
United States Senate
Washington, DC 20510

Dear Pete,

We appreciate your interest and support of preserving Route 66. We do favor your Route 66 Study Act S. 963 and look forward to assisting you in any way in your efforts of adopting this bill.

We deeply agree we do need to preserve what is left of the famous road. Our Association here in Arizona has grown to over 800 members across the country. We have recently dedicated the longest last remaining stretch of Route 66 here as a historic highway.

Please keep us posted with an update on the bill S. 963

Sincerely,

Jerry Richard
Executive Vice President

JR/sc

*"Preserving And Promoting Historic Route 66 Of Arizona"*

FJR

NCSHPO
National Conference of State Historic Preservation Officers

SUITE 332 HALL OF THE STATES
444 NORTH CAPITOL STREET, N.W., WASHINGTON, D.C. 20001-1512
202/624-5465

June 21, 1989

The Honorable Dale Bumpers, Chairman
Subcommittee on Public Lands, National Parks
and Forests
308 Dirksen Senate Office Building
Washington, D. C. 20510-6510

RE: S. 963 Route 66 Study Act
Testimony

Dear Chairman Bumpers:

Please find enclosed two copies of the testimony of the National Conference of State Historic Preservation Officers supporting Senator Domenici's Route 66 Study Act for the record.

The State Historic Preservation Officers appreciate greatly the interest of your Committee and of the Senate as a whole in the preservation of our nation's heritage and your leadership in tackling the difficult preservation issues the significance and future of road side architecture.

We hope that S. 963 could be broadened to include direct participation of the State Historic Preservation Officers in the Route 66 Study. As is indicated in the testimony, the SHPOs have already begun studies of Route 66.

Sincerely,

Eric Hertfelder
Executive Director

cc: Cathy Buford, SHPO, Arkansas
Theodore Hild, Deputy SHPO, Illinois
Claire Blackwell, Deputy SHPO, Missouri
Melvina Heisch, Deputy SHPO, Oklahoma
James Steely, Deputy SHPO, Texas
Thomas Merlan, SHPO, New Mexico
Shereen Lerner, SHPO, Arizona
Steade Craigo, Deputy SHPO, California

NCSHPO
National Conference of State Historic Preservation Officers

SUITE 332 HALL OF THE STATES
444 NORTH CAPITOL STREET, N.W., WASHINGTON, D.C. 20001-1512
202/624-5465

# TESTIMONY

of the

National Conference of State Historic Preservation Officers

on

S. 963

Route 66 Study Act of 1989

June 22, 1989

Committee on Energy and Natural Resources

The National Conference of State Historic Preservation Officers supports Senator Domenici's Route 66 Study Act. The impact of the pre-interstate federal highway system on American culture was profound. However, the pace of current growth and development is rapidly eliminating the tangible properties associated with highways. It is possible that the cultural artifacts from this mid-twentieth century phenomenon may all disappear before the motor courts and gas stations become 50 years old--the current age standard for historicity.

The State Historic Preservation Offices are aware of the significance of sites associated with the federal highway system and the threats to their preservation. Several State Historic Preservation Offices are already working on Route 66.
Here are four examples.

> The **New Mexico** State Historic Preservation Office has completed an extensive overview and survey plan for the transportation corridor from Texas to Arizona. Although this study covers transportation from prehistoric times to the present, it does treat Route 66 and its related historic resources.
>
> The **Arizona** State Historic Preservation Office has prepared a context statement on Route 66 which resulted in the National Register listing of a part of the highway. The Forest Service has also nominated a section of Route 66 to the National Register. Owing to the efforts of the Arizona Route 66 Society, the State of Arizona has designated its portion of the road as a historic highway.

The Arizona State Historic Preservation Office in the State Parks Department has volunteered to lead an interstate, SHPO effort for a Route 66 National Register nomination since Arizona has already completed the background research and a National Register nomination.

The **Illinois** State Historic Preservation Office staff architect, Michael Jackson, is the President of the Society for Commercial Archeology. This professional association has studied road side architecture for over a decade. The (Illinois activities continued) members have the expertise in identifying 20th century highway related sites. Further, the Society for Commercial Archeology is holding a conference in 1990 on named federal highways. The Illinois State Historic Preservation Office has also established liaisons with the Illinois Route 66 Society who is interested in the history of the highway.

The **Texas** Historic Preservation Office is working with citizens in Amarillo in the preparation of a thematic National Register nomination for Route 66 involving the identification and evaluation of historic properties along the highway.

The National Conference of State Historic Preservation Officers recommends that S. 963 be amended to involve directly the State Historic Preservation Offices in the States through which Route 66 passed. The SHPO offices are appropriate resources for several reasons.

1. For twenty years State Historic Preservation Offices have been recording historic properties. Funded largely with matching appropriations from the Historic Preservation Fund, the SHPOs have already recorded sites related to the Route 66 corridor.

2. The State Historic Preservation Offices are developing historical contexts for the broad themes of American History, as Arizona and New Mexico have done. These contexts give State Historic Preservation Office staff the background research to evaluate properties and to determine their significance--the first step in preservation planning. Transportation contexts will

enable the evaluation of the historic significance of properties.

3. State Historic Preservation Offices have extensive experience in the evaluation of historic significance through their experience administering the National Register program. SHPOs continually apply the National Register Criteria for Evaluation in their daily activities from answering an owner's query if his house is eligible for listing on the National Register to consulting with federal agencies on whether a property in a project corridor is National Register "eligible." (The National Park Service in administering the National Register itself works largely with properties which the SHPO has already evaluated and found significant.)

4. The State Historic Preservation Offices know the local people who know about the resources. The SHPOs already have the local contacts that provide invaluable assistance in identifying properties. As an example, the Illinois SHPO office working with one of its local contacts uncovered a hobo camp near a railroad that dates to the 19th century.

5. The State Historic Preservation Offices have access to, and are familiar with, the primary resources. As an example, they know and use historic maps which would show the original route as well as the area before the construction of the highway.

The National Conference of State Historic Preservation Officers supports the study of Route 66 and urges the incorporation of the State Historic Preservation Offices in the historic study.

Eric Hertfelder
Executive Director
June 19, 1989

## TESTIMONY APPENDIX

### Route 66 Study Act of 1989

### SHPO Staff Contacts

Illinois
Theodore Hild, Deputy SHPO
Preservation Services Division
Illinois Historic Preservation Agency
Old State Capitol
Springfield, Illinois 62701 217-785-4993

Missouri
Claire Blackwell, Deputy SHPO
Historic Preservation Program
Division of Parks, Recreation and Historic Preservation
P. O. Box 176
Jefferson City, Missouri 65102 314-751-7857

Oklahoma
Melvina Heisch, Deputy SHPO
Oklahoma Historical Society
Wiley Post History Building
Oklahoma City, Oklahoma 73105 405-521-2491

Texas
James Steely, Deputy SHPO
Survey, Registration, Certified Local Governments
Texas Historical Commission
P. O. Box 12276
Capitol Station
Austin, Texas 78711 512-463-6094

New Mexico
Thomas Merlan, SHPO
Historic Preservation Division
Office of Cultural Affairs
Villa Rivea Room 101
228 East Palace Avenue
Santa Fe, New Mexico 87503 505-827-8320

Route 66 Study Act, SHPO staff contacts continued

Arizona
Shereen Lerner, SHPO
Arizona State Parks
800 West Washington Street Room 415
Phoenix, Arizona 85007 602-542-4009

California
Steade Craigo, Deputy SHPO
Office of Historic Preservation
Department of Parks and Recreation
P. O. Box 942896
Sacramento, California 94296-0001 916-322-9614

June 12, 1989 FTR

Senator Dale Bumpers
c/o Debra Merrick
229 Dirksen Building
Washington, D. C. 20510

Dear Senator Bumpers:

It is my understanding that you are sponsoring Senate Bill No. S963 that will fund a study for the preservation of Route 66.

I would be in favor of such an effort and am pleased to know that you are interested.

The efforts you make will be appreciated and I think worthwhile.

I am in favor of reassigning the Highway 66 designation to the remaining roadway.

Please keep me informed or send informatlion that think might be of interest to those persons interested in the U.S. Route 66 projects.

Thank you.

Sincerely,

D. Harvey Hodges

D. Harvey Hodges
1819 Robert Drive
Champaign, Illinois 61821

R 6/21

SCA

Society for Commercial Archeology

Room 5010
National Museum of American History
Washington DC 20560

June 29, 1989

Senator Dale Bumpers
Chair: Subcommittee on Public Lands,
National Parks & Forests
364 Dirksen Senate Office Building
Washington DC 20510

Re: S. 963, Route 66 Study Act of 1989

Dear Senator Bumpers:

The Society for Commercial Archeology supports Senate Bill 963 and hereby submits testimony on behalf of this legislation. This testimony was given in part by Judi Snow of the Gallup, New Mexico Convention Bureau during her recent oral testimony. The written testimony supercedes the abbreviated version included in her remarks.

The Society for Commercial Archeology is a national organization founded in 1977 for the purpose of promoting a better understanding of the "commercial built environment." As a non-profit educational organization we provide a forum for the study and interpretation of this vast part of the American landscape. Often overlooked by traditional preservation organizations, roadside architectural resources are all too often demolished before they have been recognized as having a special historic or cultural value. The Society seeks to identify places and objects of special value so that they can be properly recognized, studied and preserved.

If you have any questions or comments please do not hestitate to contact me at (217) 785-4512.

Sincerely,

Mike Jackson
SCA Board of Directors

# TESTIMONY

of the

# SOCIETY FOR COMMERCIAL ARCHEOLOGY

Room 5010
National Museum of American History
Washington DC 20560

on

## SENATE BILL 963

## THE ROUTE 66 STUDY ACT OF 1989

JUNE 21, 1989

COMMITTEE ON ENERGY AND NATURAL RESOURCES

More than any other highway, Route 66 symbolizes the American travel experience of the mid-20th century. Equipped with an automobile, the prefered form of transit, a trip on Route 66 was a westward voyage across "the mother road!" A study of the historic resources of this highway will stimulate a new generation of American historians, preservationists, businesses, and enthusiasts to the subject of roadside architecture, road building and commercial development we lump under the term "commercial archeology." This study of the recent auto-generated environment is not unlike the investigation of a lost civilization. Artifacts, archives and oral histories are used to piece together the complex story of culture, the culture of the American road. Though Route 66 is seemingly recent, the American commercial environment regenerates itself so rapidly that the architectural and physical evidence of this roadside is often lost before it has been recorded. It is imperative that the thorough investigation of historic Route 66 be done soon, or much of the physical evidence of its past will be lost. If swift action is taken, Route 66 can tell it's own story. If we wait another generation, the story of Route 66 will be limited to published accounts and markers along the highway.

The Route 66 study will develop new ways to survey, record, protect and promote the large and small artifacts of roadside development. This will be no easy task as much of the history of roadside architecture is yet to be written. The Society for Commercial Archeology will assist the National Park Service in the task of assembling these histories. The methods and materials developed as part of the Route 66 study can be the first major public initiative for comprehensive highway histories. A number of states, through their State Historic Preservation Offices have prepared historic materials about their historic highways. New Mexico, Arizona and Oklahoma have prepared specific material about Route 66. But no individual state can perform the regional linkage that would be entailed in the Route 66 project. The benefits of the study will be of immediate use to the interpretation and commercial rediscovery of Route 66. This alone is deserving of public support.

The Route 66 study will be of great benefit to other individuals and groups studying historic highways because of the new scholarship that will emerge from it. U.S. Route 1, the Lincoln Highway, the Dixie Highway are three other corridors of history and tourism that can benefit from the model that is developed here. In 1990, the Pennsylvania Turnpike, the roadbuilding prototype to the modern interstate highway system will turn fifty years old. In commeration of this event, the Society for Commercial Archeology will holds its annual conference in Pennsylvania with the theme, "Highways to History." The scholarly acknowledgement of Route 66 studies can also be a part of this conference.

With these benefits in mind, the Society for Commercial strongly supports Senate bill 963 for the recognition and promotion of Route 66 and as a model for the future understanding of America's historic highways.

Prepared by:

Mike Jackson
Society for Commercial Archeology
Board of Directors

1 TR
6/21

*Sally Bourne Ferrell*

*101 West Indian Trail*
*Chandler, Oklahoma 74834*
*405-258-1179; 258-1006*

June 26, 1989

The Honorable Dale Bumpers, Chairman,
Subcommittee on Public Lands, National Parks and Forests
364 Dirksen Senate Office Building
United States Senate
Washington, D.C. 20520

Re: S. 963; 66 Study Act of 1989

Dear Chairman Bumpers,

As a native Oklahoman, born and raised alongside Old U.S. Route 66, and member of the Oklahoma Historical Society Board of Directors and Board of Advisors, National Trust for Historic Preservation, I am very pleased to learn of the 66 Study Act.

Since the removal of 66 from the national highway system, many Oklahomans have been concerned about the imminent disappearance of its history, significance, and roadside architecture. We haven't been idle in Oklahoma, noting the recent small grant from the National Trust to investigate economic tourism development. As usual, the Trust would expect that the results of this state study would be something to share with other states. A report should be out next fall.

The governor and state legislature has already declared the Oklahoma portion historic and certainly it would be good to declare it so nationwide. I emphasize the good work done by the Oklahoma Historic Preservation Office in surveying the Oklahoma portion, and ask that these offices be named to work with the National Park Service in compiling the comprehensive national report.

By doing so, the work should go forward quickly. This project is critical to the existence of many important roadside properties and I would suggest that some measure of financial support be included to stabilise these already identified structures, especially those listed already in the National Register of Historic Properties. I can identify for you several of these which can be considered national landmarks that are presently endangered so much that several years more and they will be lost forever for the education and enjoyment of Americans and worldwide tourists.

Sincerely,

Sally Ferrell

Sally Ferrell

TR
6

**Illinois Historic**
**Preservation Agency**
Old State Capitol • Springfield, Illinois 62701 • (217) 782-4836

June 27, 1989

Senator Dale Bumpers
Chair: Subcommittee on Public Lands,
National Parks & Forests
364 Dirksen Senate Office Building
Washington DC 20510

Re: Senate Bill 963
Route 66 Study

Dear Senator Bumpers:

The Illinois Historic Preservation Agency hereby endorses Senate Bill 963, the Route 66 study. We are eager to join the National Park Service in the study of this historic route and the cultural resourses linked by it. The history of transportation corridors of the automobile age is a new initiative for the National Park Service and the Illinois Historic Preservation Agency, and one that is overdue. Traveling the open road is a common theme of American society, and no highway is more symbolically appropriate to begin this study than Route 66.

Route 66 began in Illinois at the corner of Michigan and Adams in Chicago. It continued across the state for approximately 300 miles and terminated its Illinois segment at the Mississippi River where it crossed into St. Louis, Missouri. Illinois was the first state to fully pave the highway, which later became the first fully paved transcontinental highway in the country.

The study of Route 66 must include the cultural resources along the highway if the study is to be truly meaningful. The roadside developments along the highway will include commercial developments that are not very well understood because few scholars have attempted to study the commonplaces of American culture. The Route 66 study can serve as a catalyst to this study, another benefit of this undertaking.

Just as Route 66 linked a nation, we hope that the study of historic Route 66 can provide a common link between the National Park Service and the states along it path. We look forward to this joint project to study, interpret, preserve and promote this common path of American history.

Sincerely,

Michael J. Devine
Director
Illinois Historic Preservation Agency

MD:mj

Bob Audette
1357 Route 66 East
Tijeras, NM 87059

[illegible]
6/21

June 28, 1989

The Honorable Dale Bumpers
Chairman, Subcommittee on Public Lands, National Parks
and Forests
364 Dirksen Senate Office Building
United States Senate
Washington, D.C. 20510

Dear Senator Bumpers:

By now I'm sure that you have received many eloquent testimonials about Route 66. This is why I wish to stress the need for "first things first", the signing of Route 66. We at Save Route 66 have pushed hard to get the remaining parts of Route 66 well marked.

Wouldn't it actually feel good to drive down the Grand Old Highway and see Route 66 replica signs?

I am enclosing the very commendable New Mexico House Memorial 66 by Gary King. It is self-explanatory but needs to be expanded upon because of the badly needed tourist business, the people are missing now.

Again I wish to stress the need for expediting the signing as soon as possible.

Respectfully,

Bob Audette

Bob Audette
Save Route 66

# HOUSE MEMORIAL 66

39TH LEGISLATURE - STATE OF NEW MEXICO - FIRST SESSION, 1989

INTRODUCED BY

Gary King

## A MEMORIAL

REQUESTING DESIGNATION OF U.S. ROUTE 66 BETWEEN MORIARTY AND ALBUQUERQUE AS A HISTORIC LANDMARK.

WHEREAS, the famous old highway U.S. route 66 traverses throughout much of New Mexico; and

WHEREAS, designation of old highway U.S. route 66 as a historic landmark is of interest to many citizens in New Mexico and throughout the United States and could attract tourists to parts of the state that may not normally benefit from tourism; and

WHEREAS, it is still possible to travel today between Moriarty and Albuquerque on old highway route U.S. 66 without ever entering upon the federal interstate highway system; and

WHEREAS, many New Mexico citizens who live or travel along the old highway U.S. route 66 path between Moriarty and Albuquerque appreciate the special meaning of the road; and

[~~bracketed material~~] = deletion

WHEREAS, the New Mexico magazine recently devoted an entire special issue to the important memories paved along the historic U.S. route 66 path throughout New Mexico;

NOW, THEREFORE, BE IT RESOLVED BY THE HOUSE OF REPRESENTATIVES OF THE STATE OF NEW MEXICO that the state highway and transportation department should designate historic U.S. route 66 as a historic landmark with appropriate signs throughout the length of the road between Moriarty and Albuquerque; and

BE IT FURTHER RESOLVED that a copy of this memorial be sent to the state highway engineer.

FTR 6/21

June 27, 1989

The Honorable Dale Bumpers
Chairman, Subcommittee on Public Lands,
National Parks and Forests
364 Dirksen Senate Office Building
United States Senate
Washington, D.C. 20510

It is encouraging to know a hearing is being held on the Route 66 Study Act of 1989, S. 963. It is a most important undertaking for this Subcommittee to examine the significance of a historical landmark such as the old U.S. 66 highway.

People all over the world have an interest and desire to discover for themselves the true meaning of our nation via Route 66. Economically, it would be valuable to resurrect this vanishing link between people of our past. Historically, it would be a crime not to salvage this specimen of the Dust Bowl era. This is a piece of history that adds to the puzzle of what the United States of America is.

This relatively new country of ours must protect relics that add to the story of our development for future generations. Much knowledge is to be gained from history such as Route 66 holds. High priority should be given to artifacts we are able to salvage.

It is difficult to measure that which is attained from experiencing historical sights. Words cannot describe the understanding one receives when walking through the sixth century Edinburgh castle in Scotland nor a walk along side the Viet Nam Memorial Wall in Washington. The same could be said of a two thousand mile drive from Chicago to Los Angeles experiencing living and dead relics.

It is our duty as current residents of this beautiful country to provide as much of the story of our heritage as possible.

Thank you.

Respectfully,

Enid Chase

Enid Chase
736 Parkside N.E.
Albuquerque, New Mexico 87123

FIR 6-21

# TESTIMONY OF
# NEW MEXICO HISTORIC PRESERVATION OFFICER
# TO THE
# SUBCOMMITTEE ON PUBLIC LANDS, NATIONAL PARKS AND FORESTS
# OF THE
# SENATE COMMITTEE ON ENERGY AND NATURAL RESOURCES
June 21, 1989

Mr. Chairman:

I am Thomas Merlan, New Mexico Historic Preservation Officer. Thank you for this opportunity to submit testimony on S. 560, a bill to direct the performance of a study of historic military forts in New Mexico, and S. 963, a bill to authorize a study of methods to commemorate Route 66.

S. 560 notes the deterioration of important historic forts in New Mexico, and the need for systematic interpretation, stabilization annd restoration of these sites. Although the history of the forts is in general well known, physical documentation, such as maps, plan drawings, photogrammetric recording and results of archaeological tests, is lacking for most of them. The most useful thing for the National Park Service to do, in my opinion, is to record the forts in physical detail. This is something which is beyond the resources of any State agency at the moment. It is also the indispensable basis of any decisions which may be taken with regard to interpretation and preservation .

The Historic Preservation Division has scheduled an overview and survey of the forts for 1989-90, and will place the results at the disposition of the Secretary.

Fort Selden has been well documented by the Museum of New Mexico, and does not need detailed physical examination. Fort Sumner, also a State property, is extremely reduced and offers little scope for examination. Fort Stanton, which is in a unique state of preservation, should be drawn to Historic American Buildings Survey standards.

At least one fort, Wingate, should be added to the list. Most of the structures at Wingate postdate the period of the Indian wars, but this complex of structures has special value for interpretation and public visits, and should not be overlooked.

McRae, Craig and Cummings (which is partly in private ownership) are archaeological sites. I recommend amending the bill to state the specific need for archeological testing and analysis, as well as other physical recording.

The main problem with regard to the interpretation and preservation of most of the forts is a surprising lack of baseline information. Public programs will be hamstrung if detailed recording is not done first.

The Historic Preservation Division will be pleased to assist in coordination of planning among State, federal and private owners, consistent with our responsibilities as defined in the National Historic Preservation Act.

S. 963 proposes a comprehensive study of Route 66. The New Mexico Historic Preservation Division has carried out an overview of our central transportation corridor, from the Texas line to the Arizona line through or near Albuquerque. The results are relevant to this study. We would be pleased to make the report available to the Secretary.

We are glad to note that participation by representatives of the affected States is specified in the bill. Our office, in cooperation with the historic preservation programs of Illinois, Missouri, Oklahoma, Arizona and California, is prepared to carry out a detailed architectural/historical survey of Route 66, and to make these baseline data available to the Secretary.

We will cooperate with the Department of the Interior in both studies, with a view to site preservation and economic development. Thank you again for this opportunity to contribute to regional and national historic preservation programs.

6 21

JUN 20 RECD

Dana W. Swann
407 W. Elm
Urbana, IL 61801-3231
(217)367-3228

Senator Dale Bumpers
C/O Debra Merrick
229 Dirksen Senate Office Building
Washington, DC 20510

S963 Hearing

Dear Senator Bumpers,

I support S963 and would like to see it passed. I have spent countless hours studying Route 66 on old maps. I have also driven on all of the Route 66 aligments that I am aware of from St. Louis, MO to Santa Monica, CA.

I have found that 90% of Route 66 is still driveable, with most of it in fair to good condition.

There are lots of towns and businesses along Route 66 that could benefit from increased tourism, which this bill could lead to.

If I can be of any assistance concerning this bill, feel free to phone or write me.

Sincerely yours,

Dana W. Swann

Dana W. Swann

Enclosure: Illinois Route 66 Association Newsletter.

ILLINOIS ROUTE 66 ASSOCIATION
PRESERVING AND PROMOTING RT. 66

NEWSLETTER

For the May 21, 1989
Meeting in Lexington, IL

Written by Dana Swann

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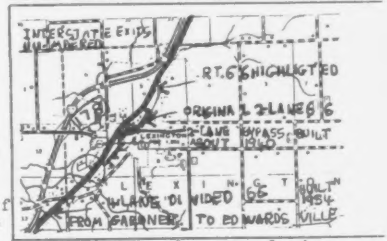
Welcome to the meeting.

Some Illinois 66ers and their projects:

1. Author Susan Croce Kelly, Chicago, and photographer Quinta Scott, St. Louis have written an excellent book on Route 66, ROUTE 66: THE HIGHWAY AND ITS PEOPLE, published by the University of Oklahoma Press in late 1988. First printing of 10,000 copies sold out by Feb. 1989, with a second printing scheduled.
2. Tom Teague of Springfield has written a book on Route 66 and is looking for a publisher.
3. Bob Waldmire, Rochester, is 60% done with his "Bird's Eye View Map", a "bioregionally flavored view of Route 66 as seen from above". He hopes to have it printed this Fall
4. Dana Swann, Urbana, is 90% done with research on his ½"/mile map of the full length of Route 66. He doesn't know when it will be ready for printing. The map will show all of Old Route 66 that can be driven on ,as of 1989. A few details:2,157.36 miles, or 90.3% of the original 2,389.71 miles is still driveable. This does not include any miles duplicated by other alignments or any posted "Keep Out". Of the 8 Route 66 states, Illinois has the 3rd highest percent, 94.5%, or 282.15 miles out of 298.6.
5. Dana is also working on a video of all of Route 66. It won't be ready until 1990, he needs 1 more trip on 66.



INTERSTATE EXITS NUMBERED
RT.66 HIGHLIGHTED
ORIGINAL 2-LANE 66
2-LANE BYPASS BUILT ABOUT 1940
LEXINGTON
4-LANE DIVIDED 66 BUILT 1954
FROM GARDNER TO EDWARDSVILLE

Example of Dana's map. Lexington, IL shown.

Legislation concerning Route 66:

1. The U.S. Congress is studying designating Route 66 a Scenic Highway.
2. IL State Senator Geo-Karis of Zion has introduced SR 171 that would designate Interstate 55 as the "[redacted] Illinois Veterans Memorial Highway."-

Other Route 66 Groups:

Historic Route 66 Association
of Arizona
711 E. Andy Devine
Kingman, AZ 86401
(602)753-5001
for $10/yr. you get monthly newsletter.

Tom Snyder
Route 66 Association
622 Holly Avenue
Oxnard, CA 93030
for $20 you get a shoulder patch
and a letter. (805)485-9923

For more information: (Each person has made at least one round trip (IL-CA) on 66)

| | | | |
|---|---|---|---|
| Dana Swann<br>407 W. Elm<br>Urbana, IL 61801<br>(217)367-3228<br>best phone time:<br>1-8PM Mon.-Fri.&<br>most weekends | Tom Teague<br>1208 W. Edwards<br>Springfield, IL 62704<br>(217)787-8839 | Jeff and Laura Meyer<br>2802 Fremont St.<br>Rolling Meadows, Il 60008<br>(312)392-0860 thru 11-11-89, then(708)392-0860 | Bob Waldmire<br>RR 2, Box 110<br>Rochester, IL 62563<br>(217)498-9375(Bob plans to 66 from June-Sept., but mail will reach him here) |
| | (NOTE: These are all home phone #s) | | |

Page 2 Newsletter of IL Rt. 66 Assoc., written 6-18-89 by Dana Swann

Books on 66:

1. ROUTE 66 by Susan Croce Kelly, Univ. of Oklahoma Press is now in its second printing. Any book store will order for you. $24.95
2. A GUIDE BOOK TO HIGHWAY 66 by Jack D. Rittenhouse, Univ. of New Mexico, a facsimile of the 1946 first edition, is now available. Has a new preface by the author, otherwise identical to the original, complete with "Gulf of New Mexico" on page 81. $6.95, any bookstore will order.

Other states:

Oklahoma: The ENTIRE 396 miles of 66 in Oklahoma has been designated an Historic Route, with OK DOT to place signs. Oklahoma Tourism and Recreation Dept., Oklahoma Historical Society, and Oklahoma Dept. of Commerce are to provide technical assistance to communities on 66. Tourism and Recreation Dept. will be coordinator between state agencies and towns until an "Old U.S. Route 66 Association" is begun, which will then be coordinator. Contact:

JoAnne Vervinck
Planning and Development
State of Oklahoma
Tourism and Recreation Department
500 Will Rogers Building
Oklahoma City, OK 73105 (405)521-2973

5-31-89 was declared Chandler, OK ROUTE 66 DAY

In March, 1989 OK was granted $3,000 to examine tourism possibilities of Route 66.

Lucille Hamons, owner of Lucille's Store on 66 near Hydro, OK was in the hospital recently according to Bob Waldmire of Illinois. Lucille and her store were featured on the front page of the Hydro Review on Jan. 12, 1989, along with pictures of her and the store.

Arizona: The Historic Route 66 Assoc. of Arizona now has over 1000 members, with 3 to 5 new memberships coming in each day since their Fun Run in late April 1989. $10/yr. gets you a monthly newsletter with news not only of AZ, but other 66 states and of people in other nations. It's the best thing going for 66. Address on page 1.

Route 66 legislation:

S963, the U.S. Senate bill to study how much is left of 66, has been introduced. Sen. Dale Bumpers of Arkansas will hold hearings on the bill June 21, 1989.

St. Louis area:

Jewell Thompson, researcher for Dana Swann, has sent him preliminary research which shows: 1. From 1926, the year 66 began, to the early 1930s 66 went west from Skinker on Clayton Rd., south on North & South Rd.(now Brentwood Blvd.), west on Manchester Rd.(now also MO 100) and thru the towns of Manchester, Ballwin, Ellisville instead of Fenton, Eureka, and Pacific as it did later. 2. When Chain of Rocks Bridge opened in 1929, what later became Bypass 66 was MO 77. 3. In 1937, U.S. 66 crossed both Chain of Rocks and Municipal(later Mecarthur) Bridges, with McKinley shown as "Optional U.S. 66". Dana is especially pleased with item 1, as he noticed that in 1928 Chippewa St. did not go thru between Kingshighway Blvd. and Watson Rd., so it had to go some other way. Manchester Rd. is roughly parallel to the later 66, but as much as 6 miles north.

PLEASE NOTE: The Illinois Route 66 Association is not formally organized yet, there is no newsletter and no dues. You will be put on our mailing list, but that is all we can promise for now.

SOCIETY FOR COMMERCIAL ARCHAEOLOGY
c/o Room 5010
National Museum of American History
Washington, D.C. 20560

U.S. Route 66: Comments to the Senate Committee on Energy and Natural Resources on Senate Bill 963, June 21, 1989.

The Society for Commercial Archaeology supports Senate Bill 963, a bill authorizing the National Park Service to study methods to commemorate Route 66. More than any other highway, Route 66 symbolizes the American travel experience of the mid-20th century. A study of the historic resources of this highway will stimulate a new generation of historians, preservationists and enthusiasts to the subject of roadside architecture, road building and commercial development we lump under the term "commercial archaeology." This study of the recent auto-generated environment is not unlike the investigation of a lost civilization. Artifacts, archives and oral histories are three principle sources used to piece together the complex story of American roadside development. Though Route 66 is seemingly recent, the American commercial environment regenerates itself so rapidly that the architectural and physical evidence of this roadside is often lost before it has been recorded. It is imperative that the thorough investigation of historic Route 66 be done soon, or much of the physical evidence of this past will be lost.

The Route 66 study will develop new ways to survey, record, protect and promote the large and small artifacts of roadside development. This will be no easy task as much of the history of roadside architecture is yet to be written. The Society for Commercial Archaeology will assist the National Park Service in the task of assembling these histories. The methods and materials developed as part of the Route 66 study can be the first major public initiative for comprehensive highway histories. The benefits of the study will be of immediate use to the study, interpretation and commercial rediscovery of Route 66. This alone is deserving of public support. However, the Route 66 study can be of great future benefit to other individuals and groups studying historic highways. U.S. Route 1, the Lincoln Highway, the Dixie Highway are but three other corridors of history and tourism that can benefit from the model that is developed here. With these benefits in mind, the Society for Commercial Archaeology strongly supports Senate Bill 963 for the recognition and promotion of Route 66 and as a model for the future understanding of America's historic highways.

Prepared by:
Mike Jackson
Society for Commercial Archaeology
Board of Directors; June 21, 1989

Besides offering total support for Senate Bill 963, I wish to commend Senators Dominici, DeConcini, Bingaman, Bond, Boren, Cranston, Dixon, and Simon for recognizing the needs, desires, and interests of their constituents; and for their cogent insight into the importance and lure of "The Road".

* * * * * * * * * * * * * * * * * *

Names, addresses, and phone numbers of those individuals quoted or referred to in this testimony:

Dr. Tom Snyder
National Route 66 Association
P.O. Drawer 5323
Oxnard, CA 93030
805-485-9923

Tom Teague, Author
1208 Edwards
Springfield, IL 62704
217-787-8839

Robert Waldmire, Artist
P.O. Box 110
Rochester, IL 62563
217-498-9375

Rose Diaz
Oral Historian UNM
Special Collections Dept.
Albuquerque, NM 87131
505-277-7171

Jerry Richard
P.O. Box 66
Kingman, AZ 86402

Michael Wallis, Author
2716 S. Rockford Dr.
Tulsa, Ok 74114
918-74702882

Teri Cleeland
Kaibab National Forest
800 S. Sixth St.
Williams, AZ 86046
602-635-2681

Mike Jackson
1015 W. Lawrence
Springfield, IL 62704

Jerry Overton
M.A.S.T., Exec. Director
5835 Troost
Kansas City, MO 64110
816-361-1700

Jeff & Laura Meyer
Illinois Route 66
2802 Fremont St.
Rolling Meadows, IL 60008
312-392-0860

William Tydeman, Ph.D.
Director, Center for
Southwest Research
UNM General Library
Albuquerque, NM 87131
505-277-7173

K. Hilleson
Route 66 Revisited
P.O. Box 7639
Albuquerque, NM 87194
505-247-3136

Michael Martin Murphey
P.O. Box FFF
Taos, NM 87571

Bob Audette
1357 Route 66 East
Tijeras, NM 87059
505-281-1119

Judi Snow, Exec. Dir.
Gallup C.V.B.
P.O. Drawer Q
Gallup, NM 87305
505-863-3841

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6/21

The Honorable Dale Bumpers
Chairman, Subcommittee on Public Lands, National Parks
and Forests
364 Dirksen Senate Office Building
United States Senate
Washington, D.C. 20510

Due to the inability to locate the old Route 66, businesses along Old Route 66 from Santa Rosa to Albuquerque were passed by in three issues of Hot Rod Magazine, a BBC Documentary on PBS, the Chicago Daily News, and a New York newspaper. These businesses have lost money they might have received from free advertising while these publications were doing articles. Arizona has already restored Route 66 in their state. There was an excellent article in the March issue of Arizona Highways.

In November 1987, a petition was put out to restore signs to historic Route 66 and 3000 signatures were received in two weeks from this small east mountain community alone. The intention is to restore Route 66 from Moriarty to Canon de Carnue and possibly across the entire state of New Mexico. The highway department has given approval for Historic Route 66 signs, but the state wants about $1000 for signs from Moriarty to Canon de Carnue.

It is important to remember that news advertising is the best and cheapest advertising. It is free and it can't be bought, but to be effective it must be used while the news is NEW!

The "Save Route 66 Association" needs some kind of fundraising support and advertising. As of now, $450 has been spent on phone calls alone. Mr. Mike Pitel of the New Mexico State Tourism Department (827-0291) advises a state-wide project may be necessary, the project being too much for one person. Committees must be formed. We need funds, volunteers and ideas!

Save Route 66!

Bob

Bob Audette
1357 Route 66 East
Tijeras, NM 87059
(505) 281-1119

# VILLAGE OF TIJERAS, NEW MEXICO

City Hall
Post Office Box 9
Tijeras, New Mexico 87059
Phone: (505) 281-1220

Juan R. Griego, Mayor

Council
Matt Armenta
Patrick Czerny
Jo Ann Garcia
Jimmy Chavez
George Nuanez

JUNE 20, 1989

MR. BOB AUDETTE
SAVE ROUTE 66
1357 ROUTE 66 EAST
TIJERAS, NM. 87059

As you are aware the Village of Tijeras is nestled, on the South side of U. S. 66 and has been so, for many years.

The Village of Tijeras has a papulation of 330 residents and is an incorporated municipality, The residents living not only in the Village of Tijeras, but also in Yearout Canyon behind the Village, also use Route 66 for egress and ingress to their homes.
I feel that this Road should be preserved for its many years of history. Also the city of Moriarty, is also settled next to old 66 which is another municipality, as the mountain area grows and it is growing rapidly. We will infact tried to hold onto something which is important to the Mountain Area residents. I'am pleased to hear that Senator Domenici is working with the " ROUTE 66 STUDY ACT OF 1989 " which is ( S.963)

We also encourge The Honorable Dale Bumpers Chairman, Subcommittee on Public Lands, National Parks and Forests to give this Bill his utmost consideration.

Sincerely,

Juan R Griego

JUAN R. GRIEGO
MAYOR, Village of Tijeras, NM.

WITH PRIDE IN OUR PAST AND FAITH IN OUR FUTURE

MUSEUM OF NEW MEXICO

New Mexico State Monuments

Conservation
Statewide Programs and Education
Exhibitions
Laboratory of Anthropology
Museum of Indian Arts and Culture
Museum of Fine Arts
Museum of International Folk Art
Palace of the Governors
Museum of New Mexico Press
New Mexico State Monuments

June 30, 1989

The Honorable Dale Bumpers
Chairman, Subcommittee on Public Lands,
National Parks and Forests
364 Dirksen Senate Office Building
United States Senate
Washington, D.C. 20510

Dear Senator Bumpers:

I was pleased to learn that your subcommittee in Public Lands, National Parks and Forests of the Senate Committee on Energy and Natural Resources is holding a hearing on the Route 66 Study Act, S. 963.

The section of Route 66 that stretches across New Mexico is quickly being forgotten. The memorable highway holds a special place in the hearts and minds of many New Mexicans. It is our responsibility to preserve these memories for our children and our children's children.

Considering the approach of the 21st century, I am sure that it will be difficult for future generations to appreciate the cultural link that this important stretch of asphalt played in the development of our country. In order to insure that we retain this part of Americana we must act now.

The concept of the preservation of Route 66 is exciting, and should be pursued with vigor. I would strongly recommend that the National Park Service conduct a feasibility study towards the preservation of this important interstate highway.

Thank you for the opportunity of allowing me to comment on this historic piece of legislation.

Sincerely,

Robert Baca

Robert Baca
Acting Associate Director
New Mexico State Monuments

P.O. Box 2087 • Santa Fe, New Mexico 87504-2087 • (505) 827-8940 • A Division of the Office of Cultural Affairs

FH 6/21

Out of the Old West...

Greater Grants

CHAMBER OF COMMERCE

P.O. Box 297 Grants, New Mexico 87020 Phone (505)287-4802

ACOMA SKY CITY
EL MALPAIS LAVA BEDS
BANDERA CRATER VOLCANO ICE CAVES
EL MORRO NAT. MON

June 28, 1989

The Honorable Dale Bumpers
364 Dirksen Senate Office Building
United States Senate
Washington, D.C. 20510

Dear Senator Bumpers:

We are aware that your subcommittee held a hearing on the Route 66 Study Act of 1989, S.963 on June 21, 1989. On behalf of the Greater Grants Chamber of Commerce, we would like to offer support for this bill.

The Grants-Milan, New Mexico downtown area is located on old highway 66. Fortunately, we have remaining a number of old buildings fronting highway 66 which we are currently attempting to renovate. Additionally, we are attempting to revive activities along this old route to recognize it's significance.

It is an aspect of our communities of which we are proud and for which we would gladly cooperate on the bill's proposed study.

We support the bill whole heartedly and look forward to it's passage.

Sincerely yours,

Jean Fisher

Jean Fisher
Executive Vice-President
Grants Chamber of Commerce

JF/ck

xc: Honorable Pete V. Domenici
Honorable Jeff Bingaman

THE WILDERNESS SOCIETY

FTR 6/21

July 3, 1989

The Honorable Dale Bumpers
Chairman, Subcommittee on Public Lands, National Parks
and Forests
364 Senate Dirksen Office Building
United States Senate
Washington, D.C. 20510

**Re: S. 558 and S. 855, Legislation relating to Lechuguilla Cave and vicinity, New Mexico.**

Dear Chairman Bumpers and Members of the Subcommittee:

On behalf of The Wilderness Society's 303,000 members, I appreciate the opportunity to submit comments concerning S. 558 and S. 855. Please include this letter in the record of the Subcommittee's June 21, 1989 hearing on legislation regarding National Park System units in New Mexico.

The Wilderness Society commends Senators Bingaman and Domenici for their initiatives to protect and interpret the world-class cave resources in and near Carlsbad Caverns National Park. Both bills recognize the significance of Lechuguilla Cave, the need for the National Park Service to determine the most appropriate way to protect Lechuguilla and other caves near the park, and provide for continuation of studies at Lechuguilla Cave to enhance public understanding and appreciation of cave resources.

**S. 558**

We have several concerns with Section 3(a) of S. 558 which states, " The study shall include but not be limited to an evaluation of the feasibility of constructing facilities to provide public access to the cave and evaluation of the feasibility of designating the cave as wilderness."

First, there is no need to evaluate the feasibility of designating Lechuguilla cave as wilderness because the cave is already so designated given its location within an area of Carlsbad Caverns National Park that is a designated wilderness area. Furthermore, the National Park Service manages the cave as wilderness in accordance with the Wilderness Act and NPS **Management Policies** (1988, 6:3) which state, "Caves with all entrances in wilderness will be managed as wilderness." Therefore, management

1400 EYE STREET, N.W., WASHINGTON, D.C. 20005
(202) 842-3400

or use of the cave in a manner inconsistent with the Wilderness Act (paved pathways, lighting, ventilation systems, elevator shafts) would be inappropriate and require Congressional authorization. We would strongly oppose such legislation.

The study provision of S. 558 departs from long-established NPS planning processes whereby appropriate visitor and management facilities are determined through an NPS General Management Plan or related planning -- not by an independent study authorized by Congressional Act. For example, while S.558 is limited to Lechuguilla Cave, and the opportunities for developing/protecting that cave, there are other caves in the park that may be more suitable for development such as Rainbow Cave and Ogle Cave.

Furthermore, the park's existing Master Plan is hopelessly outdated and nearly 15 years old. It does not address important concerns such as the need for an integrated local/state/federal strategy for protecting the internationally significant cave resources of the region. The Wilderness Society recommends that the bill be amended to direct the Secretary of the Interior to prepare an area-wide General Management Plan (GMP) in cooperation with the U.S. Forest Service, state and private landowners. The GMP should address other issues such as the effects of oil and gas development on park resources and visitor safety, potential boundary expansions, and the future of Rainbow, Ogle and other caves.

**S. 855**

The Wilderness Society strongly supports the establishment of a Cave Research Institute as provided in S. 855. The institute would be the first in the free world and would provide vital information on cave geology, hydrology and ecology for both the scientific community and the general public. However, we believe that the intended scope of the institute needs to be clarified.

We recommend that the institute not be authorized as an operational unit of Carlsbad Caverns National Park as provided in Section 3. This implies that the scope will be regional. We recommend instead, that an institute of national scope should be established to provide scientific information on federally-owned caves across the nation. A national center, under the supervision and budget authority of the Park Service's Washington office, would be more appropriately located outside of the park, at the town of Carlsbad or some other suitable site.

Thank you for the opportunity to comment on S. 558 and S. 855.

Sincerely,

Brien F. Culhane

Brien F. Culhane
Assistant Director
National Parks Program

**CAVE RESEARCH FOUNDATION**

4074 W. Redwing St.
Tucson, AZ 85741

F TR 6/21

June 30, 1989

The Honorable Dale Bumpers
Chairman, Subcommittee on Public Lands, National Parks
and Forests
364 Dirksen Senate Office Building
United States Senate
Washington, DC 20510

Dear Senator Bumpers:

The Cave Research Foundation appreciates the opportunity to contribute its comments to the record of a hearing you recently held on S 558, "Lechuguilla Cave Study Act of 1989" and S 855, "Cave Research Act of 1989."

The Cave Research Foundation is a volunteer organization that has studied caves in national parks for over 30 years. The results of our work have been lauded by both the research community (many of our publications appear in peer reviewed journals) and by the national parks in which we have projects (we contribute to conservation, interpretation, and training programs). We are the only organization in the country that has a national perspective on cave research.

We are fully supportive of the testimony you heard from David Jagnow who represented the National Speleological Society. We will not repeat his comments and concerns, but will inform you of our views concerning cave research in this country.

There is cave research being conducted in many areas throughout the country. However, there are many unfilled needs, including in national parks. Currently, there is little cave or cave related research being conducted by the National Park Service itself. The Park Service currently supports cave research by providing some facilities and logistical support to scientists outside the Service. The facilities are usually living quarters only and do not include laboratories, classrooms, meeting space, or libraries.

It is important to us that NPS cave research capability be increased. Managers new to cave parks need ready access to information about the special management and resource protection needs of caves. A strong in-house research capability would support the needs of managers. Productive cave research would benefit from good facilities, a central database including a library, and clerical, administrative and logistical support. In short, what is needed is Park Service support of ongoing research efforts and encouragement of new projects. A cave research institute administered by the Park Service could provide that support. The ideal location for such an institute would be in or near a major cave park.

A Park Service cave research institute would be an ideal vehicle for launching educational programs as well as other outreach and interpretive programs. Creating such an institute supports recommendations in the recently published "Global View" report that was sponsored by the NPS and the National Parks and Conservation Association. These include recommendations on the need for Park Service outreach via education, increasing NPS research capability, and increasing national park interaction with outside researchers.

As for the proposed legislation that focuses specifically on Lechuguilla Cave, we believe study of various management options to be irrelevant. The Park Service considers the cave, which is within the Carlsbad Caverns wilderness area, to be a cave wilderness and is managing it as such. We concur with both the cave's wilderness designation as well as its current management.

Also, we believe that all the caves within the Carlsbad Caverns wilderness area could benefit from an evaluation to be sure that a comprehensive and coherent management plan is in place and is being followed. Periodic review of cave management procedures could be assisted by the staff of the Cave Research Institute.

There is much that can be learned from the caves in the Carlsbad area, and especially from Lechuguilla, which is geologically unique in the area. For example, exciting theories are being discussed that may make oil and gas exploration more effective. This cave is unique in so many ways as to be incomparable. We must have the courage to preserve so valuable a part of our national heritage without defiling it for the mere convenience of human curiosity.

We will be happy to support legislation that calls for further study of caves, development of management guidelines and interpretation programs, and a cave research institute that will help make all this happen. We suggest that the two bills under consideration be combined to achieve this goal.

Sincerely yours,

Rondal R. Bridgemon

Rondal R. Bridgemon
President

FTR 6/21

307 Bethune Way
Huntsville, Al 35806
July 4, 1989

Hon. Dale Bumpers, Chairman
Subcommittee on Public Lands, National Parks and Forests
364 Dirksen Senate Office Building
U.S Senate
Washington, D.C. 20510

Dear Senator Bumpers,

I wish to express my views regarding bill S558, the Lechuguilla Cave Study Act of 1989, which is presently before your committee.

I have not visited Lechuguilla cave, although I have followed the story of its exploration with keen interest for the past three years. This cave is filled with the most unique of speleothems. The development of Lechuguilla Cave would be a ghastly crime against Nature; the trail building and light installation that is necessary to make a wild cave into a show cave would destroy at least half of the formations in the developed sections. I have seen this happen in other show caves. Cave formations, which take tens of thousands of years to develop, are not a renewable resource.

Development will not be as easy as those who long for increased tourist dollars may think, and someone will have to pay for it. The explorers of Lechuguilla Cave have had to traverse numerous dangerous roped drops; these cannot all be bypassed by one elevator shaft. The profile map of the cave, as seen in a recent NSS NEWS, shows that there are a lot of ups-and-downs in this extensive cave system.

On the other hand, wilderness designation for Lechuguilla should not cost the taxpayer anything. In fact, this is already the situation, since the entrance to the cave is in a wilderness area of Carlsbad Caverns National Park.

The Domenici bill is unnecessary. If any legislation is to be enacted regarding Lechugilla Cave, it should be to protect this "time capsule" of Nature, so that our great-great-grandchildren will also have the opportunity to enjoy its wonders.

Thank your for your attention.

Sincerely,

Thomas A. Moss

Thomas A. Moss

FTR
6/21

July 12, 1989

Honorable Dale Bumpers, Chairman
Subcommittee on Public Lands,
National Parks and Forests
374 Dirksen Senate Office Building
U. S. Senate
Washington, D.C. 20510

Dear Senator Bumpers:

The Northeast Alabama Grotto is located in a karst area, with a large number of wild caves. Each cave is special and unique in its own way, and to lose even one of these caves to closure by a landowner or to commercial development leaves a hollow place that is never quite filled.

Lechuguilla Cave is an especially exciting, unique cave, with beautiful one-of-a-kind formations. It deserves to be treated like the great underground wilderness it is, and to be carefully preserved and protected by law. We urge you respectfully to do everything in your power to prevent this cave from being destroyed by commercialism, to take every step possible to preserve this rare find in the rapidly vanishing natural beauty of our world.

Very truly yours,
Jerry Reeves Vice Chairman
NORTHEAST ALABAMA GROTTO

Copy to: Sen. Pete Domenici, R-NM
Room SD-434
Dirksen Senate Office Building
Washington, D. C. 20510

Sen. Jeff Bingaman, D-NM
502 Hart Senate Office Building
Washington, D. C. 20510

FTR
6/21

Honorable Dale Bumpers, Chairman
Subcommittee on Public Lands, National Parks and Forests
364 Dirksen Senate Office Building
U.S. Senate
Washington, DC 20510

July 11, 1989

Sir,

I have only recently been informed of the bills Pete Domenici (S558) and Jeff Bingaman (S855) have brought before the U.S. Senate. The consequences of these bills are horrifying.

As a wild cave, protected by "Wilderness Area" status, Lechuguilla cave offers a unique experience to those willing to cave intelligently. It contains formations that are found no where else in the world!

As a cave blasted open, paved, lighted, and tamed it would be just another fading curiosity to join the ranks of near-by Carlsbad Caverns, and many others in the southeast and southwest.

I am careful not to use the term "commercial cave", as Lechuguilla is already a commercial success. The explorers attracted to this cave spend their money in the same way that "tame cave" visitors do. Unlike the Carlsbad type visitors however, these explorers come from all parts of the world and tend to stay much longer then one day.

The inevitable destruction of Lechuguilla cave (due to it's taming) would probably bring a brief flurry of "passing through" tourism. The general public is fickle though and are soon likely to pass this cave up, for the already established and famous Carlsbad Caverns. On the other hand, the protection of Lechuguilla as a wild cave would promise a steady stream of cave explorers for as long as there are men and women with a desire to explore a new world.

Surely you can understand the advantages of this type of long term investment.

I've mentioned only the economics of the situation because it is impossible to grasp the beauty and mystery of a wild cave unless you've actually seen one. Lechuguilla, I might add, is perhaps the "Crown Jewel" of them all. So, before you go down in history as one of those responsible for the destruction of one of this countries most remarkable natural discoveries, I ask you to get in touch with a member of the National Speleological Society and arrange a visit to Lechuguilla cave (or for that matter, any wild cave).

Sincerely,

Gary M. Griner Jr.

Gary M. Griner Jr.
3816-B Westwind Circle
Huntsville, Alabama 35805

574 N. Cedar Brook Road
Boulder CO 80304

June 25, 1989

The Honorable Dale Bumpers
Chairman, Subcommittee on Public Lands, National Parks
and Forests
364 Dirksen Senate Office Building
United States Senate
Washington DC 20510

Dear Senator Bumpers:

It is my understanding that your Subcommittee on Public Lands, National Parks and Forests is currently studying options in regard to the future of Lechuguilla Cave at Carlsbad Caverns National Park. If I may suggest, the best solution at this time may be to establish a publicly-funded commission which could investigate the entire spectrum of uses, from wilderness to commercialization. After a specified period of two to five years, the commission would report back to the Congress for final consideration.

With exploration continuing in Lechuguilla Cave, it is premature to choose one course of action over another at this time. It would be much better that exploration and surveying of the lengthy system be permitted to continue, even encouraged, so the full potential and extent of the cave could be known. Perhaps after a few additional years of exploration and study, Lechuguilla will prove to be even more suited for commercial development or, conversely, an ideal candidate for wilderness status.

In establishing a commission, it would be prudent to include members of both the pro-development and the pro-wilderness camps. Prominent citizens from the city of Carlsbad, New Mexico should be named to the commission, as should individuals from speleological organizations such as the Cave Research Foundation, the American Cave Conservation Association and the National Speleological Society. It is important to have both sides of the commercialization/wilderness issue represented so that all possible courses of action will be adequately and fairly investigated.

A decision as to which course of action is the best should be beyond the realm of the commission. Rather, the commission should offer documentation of the various choices so members of Congress can decide for themselves. The final report should include such documentation as an outline of the pros and cons for each choice, assessments on the impacts on the environment and the local economy, and overall costs.

This commission might also consider alternate projects within the Carlsbad Caverns region. The proposed Karst Research Institute merits further study, as do proposals to develop currently non-commercialized regions of Carlsbad Cavern or other park caves, such as Ogle or New. It should be noted that development of Ogle Cave or New Cave as a commercial operation could be accomplished with less funding than could Lechuguilla and without the difficulty associated with developing a cave within an established wilderness area. The surface wilderness issue could prove to be a most difficult question to resolve.

As a member of the National Speleological Society for 15 years and a visitor to the caves of southeastern New Mexico since 1975, I am most interested in the future of Lechuguilla Cave. Though I personally favor recognizing the cave as a de-facto wilderness which would preclude any commercial development, I also believe that the people of the United States have the right to decide for themselves how public property will be managed. It is for this reason that I favor further investigation by a neutral commission.

Thank you for your consideration. I am hopeful a fair and acceptable solution will be devised which will protect Lechuguilla Cave into the next century and beyond.

Sincerely,

Richard Rhinehart

Richard Rhinehart
Fellow, National Speleological Society
Joint-Venturer, Cave Research Foundation
Member, American Cave Conservation Association
(303) 443-8431

Michael Churchill
371 Ita Ann Lane
Madison, AL 35758

The Honorable Dale Bumpers
364 Dirksen Senate Office Building
US Senate
Washington, DC 20510

Dear Senator,

I am writing you in regard to the Senate Bill Sponsored by Senator Pete Domenici from New Mexico (S 558). To my understanding, this bill (The Lechuguilla Cave Study Act of 1989) was presented to allow the Secretary of the Interior to study the feasibility of designating Lechuguilla Cave an Underground Wilderness as well as investigating the feasibility of public access (i.e. creating a commercial cave).

I would like to voice my objection to the possibility of making Lechuguilla into a commercial cave. I am a caver, and I have avidly read and watched the accounts of the discoveries made in this fantastic cave. As a caver, however, I am also very aware of the delicate nature of the formations and even the very floor of some of the passages in this cave. The sensitive areas of the cave, while stunning, simply would not hold up to a large volume of traffic. Nearby Carlsbad Caverns is a wonderful cave that has already been commercialized and provides ample opportunity for the public.

I feel that the designation of Lechuguilla Cave as an underground wilderness is an excellent idea. This would allow small groups to enjoy the wonders of Nature, experience solitude, and still preserve the cave and its many wonders for future generations.

I am requesting that you take my feelings into consideration when making a decision on the merits of this bill.

Thank You,

Michael Churchill

[illegible]

408 Southern Sky
Carlsbad, NM 88220
29 June 1989

The Honorable Dale Bumpers
Chairman, Subcommittee on Public Lands, National Parks and Forests
364 Dirksen Senate Office Building
United States Senate
Washington, D.C. 20510

Dear Sir:

In regard to the LECHUGUILLA CAVE STUDY ACT of 1989, S. 558:

1. Lechuguilla Cave lies within a Designated Wilderness Area within Carlsbad Cavern National Park. The entrance is within this wilderness area, and most if not all of the known cave lies within this wilderness. To develop the cave would require a Congressional act to remove the Wilderness designation - an unprecedented act which I am certain would not be at all acceptable to the voting public of the United States.

2. I have been in Lechuguilla Cave and have discussed the cave with people who have explored areas I have not explored. Distances involved and elevation changes within the cave are so great that development for the average tourist would be totally impractical. Within a single room or passage one must expend extreme effort to go through that area. As a comparison, "Appetite Hill" in Carlsbad Cavern, which exhausts many of the tourists, is only a minor elevation change which must be accomplished only once!

3. Decorated areas of the cave, while lovely, are very far apart. My 32 hour trip into the cave involved seeing a few small pretty areas while most of the time was spent struggling over huge breakdown (undecorated piles of rock) areas. Any attempt to develop the cave would have to cover only a very limited distance which tourists would be willing to cover; this in turn would mean that only a very limited number of decorated areas would be available for viewing - hardly worth all of the effort, I believe!

4. Lechuguilla Cave is full of gypsum, a highly soluble mineral. Many of the formations are made of gypsum. Allowing thousands of people to walk by these gypsum areas would degrade the formations and the rock to an irreparable state: Gypsum, unlike calcite found in most of Carlsbad Cavern and other developed caves, cannot be scrubbed clean due to its nature. People walking by create dust and lint which settle upon everything which is around the area. I have worked on cleanup crews in Carlsbad Cavern and seen how much lint and dust builds up on formations in the tourist areas; a similar situation in

a gypsum area would be disasterous.

5. There are wonderful advantages to leaving Lechuguilla Cave as it is now. It is a scientific laboratory for speleologists finding pristine formations, sediments unspoiled by human encroachment, water that is pure enough to drink. The scientific knowledge that can be gained by learning about this cave, its speleogenesis, its extent, and its beauty far outweigh any possible advantages that can be gained by trying to turn the cave into dollars by development.

6. Certain segments of our population NEED wilderness. Our cities are encroaching on wildlife, timber, rivers, and lakes. Many of our caves have been desecrated by vandals. The chance to actually totally escape from the pollution and confusion of civilization is a choice every American citizen should be free to make. Let's keep our wilderness system intact and protected so that choice remains available forever. Lechuguilla Cave is within wilderness - it is a wilderness; that MUST NOT CHANGE!!

Thank you for your time and attention. I would appreciate it if this letter would be entered as written testimony advocating NON DEVELOPMENT of Lechuguilla Cave, Carlsbad Cavern National Park, New Mexico.

Sincerely,

Carol L. Belski

Carol L. Belski
Southwestern Region Chairman
National Speleological Society

cc: Sen. Pete Domenici, Sen. Jeff Bingaman, Mayor's Task Force (Carlsbad, NM)

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ITR 6/21

The Honorable Dale Bumpers
Chairman -- Subcommittee on Public Lands, Natl. Parks and Forests
364 Dirksen Senate Office Bldg.
U.S Senate
Wash. D.C. 20510

June 28, 1989

RE: Lechuguilla Cave -- Senate Bill S 558 ; public testimony

I would like to express my concerns over the possibility of the development of Lechuguilla Cave in S.E. New Mexico. I am a professional geologist with 11 years working experience in the state of Colorado, New Mexico, and Arizona. In my capacity as a scientist, as a professional surveyor and as an amateur spelunker I have been actively involved in the exploration of Lechuguilla.

First, Lechuguilla is perhaps the most unique cave in the National Park Service. This uniqueness stems from its length, its geologic setting, and its variety and distribution of cave formations. Unlike Carlsbad Caverns, however, none of these features can be or could ever be appreciated by commercial development. The reasons are few and simple. Well decorated areas of the cave are few and far in between, often taking hours of tortuous travel time through barren passage; the largest and most easily accessed areas are also the most devoid of formations. While some of the areas

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p. 2

of the cave do possess beautiful and unique formations none of them approach the magnitude and the variety which is so well-displayed in nearby Carlsbad Caverns or New Cave, both of which are readily accessible to tourists. The uniqueness of the formations in the cave is, unfortunately, so esoteric (eg: inches long formations below, rather than above water) as to only have value for scientific study rather than public display.

Second, the Guadalupe Mountains (U.S. Forest Service) and Carlsbad Caverns (N.P.S.) areas presently have a cave management system which provides people with the opportunity to visit caves at whatever level of abilities people possess. New Cave of the National Park Service and Cottonwood Cave of the Forest Service are equally as visually spectacular as Lechuguilla and are easily accessed by foot. Other caves of somewhat greater difficulty are readily visited through a permit system. The development of Lechuguilla would offer nothing new in terms of "things to see".

Third, the intrinsic value of Lechuguilla is as a great underground wilderness attracting thousands of experienced cavers from around the world. Much as the greatness of the Grand Canyon would be diminished by the building of a dam or road across it the greatness of Lechuguilla would be trivialized by elevator shafts and snack bars. As the Grand Canyon is to Lake Powell so should Lechuguilla be to Carlsbad Caverns. One

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developed, one not developed. One visited under safe conditions and timed access and one visited only on nature's terms.

Lechuguilla is an unspoiled wilderness and should be protected as such wherever its ultimate boundaries may lie. Much as the Wild and Scenic Rivers Act was a bold stroke in protecting our remaining natural waterways Lechuguilla should be designated as an underground wilderness, to be the first of its kind. We have to start somewhere in this matter. This would be an enlightened first step.

Sincerely,

DAVID M. JONES
P.O. BOX 1452
ALAMOSA, COLO.
81101

FTR
6/21

Harvey R. DuChene
7122 Ridgeview Circle
Sedalia, Colorado 80135
June 30, 1989

The Honorable Dale Bumpers, Chairman
Senate Subcommittee on Public Lands, National Parks and Forests
364 Dirkson Senate Office Building
Washington, D. C. 20510

Re: Senate Bill 558, Lechuguilla Cave Study Act, and
Senate Bill 855, Cave Research Institute

Dear Senator Bumpers:

I have been involved with the study and exploration of Lechuguilla Cave since June, 1986, a few days after digging led to the discovery of new passages. Since its discovery in May, 1986, remarkable geological and biological finds have been made by nearly every exploratory expedition, with new discoveries limited only by the endurance of the explorers.

Without doubt, there are parts of Lechuguilla Cave that contain formations and crystals of great beauty. These areas are widely separated by extensive passages that are barren of formations, consisting only of bare rock walls and floored by angular talus. These areas are neither photogenic nor beautiful; their value is that fossils and structures exposed in the walls will lead to better understanding of the world's greatest fossil reef, the Capitan Reef. In addition, evidence that will help us learn more about how caves in the Guadalupe Mountains formed is better preserved here than anywhere. This evidence suggests that caves in the Guadalupe Mountains formed by the action of sulfuric acid related to accumulations of oil and gas in the nearby Delaware basin of Texas and New Mexico. This is a revolutionary concept that has been recognized in other Guadalupe Caves, but none of them contain the abundance of information preserved in Lechuguilla .

Lechuguilla Cave is known to have only one small entrance that has been sealed for the last several thousand years. In the entrance shaft, rock falls, soil and bat guano accumulated, closing off all but a small room. It was not until cavers dug through this rubble that we began to realize how important this cave could be. Besides the vast network passages and the well-documented crystal formations, there are remains of Ice Age animals preserved here. To date, we know where the bones are located, and that they are probably at least 17,000 years old, but no formal study has been made. The presence of these bones is proof that the climate of the Guadalupe Mountain area was once much different.

At the deepest known point in the cave, apparently fossilized fungi have been found on the cave walls. To my knowledge, nothing like these fungi have been described from caves anywhere in the world. Why they lived here, at the bottom of the cave, and what they used for nutrients are mysteries.

In another part of Lechuguilla, there are dozens of 250-million year old snail shells exposed in the walls and ceiling of the passage. One of these is a type of snail that is relatively common in rocks of this age. However, the snail shells that are exposed in this cave are up to seven inches in diameter, 50% larger than any previously seen in the world.

Clearly, several important scientific discoveries have already been made in Lechuguilla. The known limits of the cave have grown rapidly, and mineralogical, paleontological, and biological inventories are just now beginning. The fact is, **we do not know what scientific discoveries are hidden in this cave!** We are only beginning to unravel the secrets that Lechuguilla has to tell us.

There has been discussion suggesting that Lechuguilla should be developed as a second tourist cave within Carlsbad Caverns National Park. I believe that this would be a mistake, for several reasons. First, this Park already contains the world's premier show cave, Carlsbad Cavern. I doubt that a second show cave would attract more people to the area, nor would it keep visitors in the Park for extra time. Second, the development of this cave would be extremely expensive. It is worth noting that a lot of the development of Carlsbad Cavern occurred during the Depression, when labor was cheap. Third, Lechuguilla Cave is beneath an established Wilderness, and developing the cave would require the removal of the area from Wilderness status. Any attempt to rescind Wilderness designation would undoubtedly meet with strong opposition. Fourth, while there are beautiful areas within this cave, most of it is barren and has no attractive formations. The beautiful areas are widely separated laterally and vertically and all are in areas that require advanced technical rock climbing skills. Fifth, the development of the cave would change the conditions within the cave by adding heat, dirt, lint and changing the air chemistry (people exhale carbon dioxide). An elevator shaft would change the air flow patterns within the cave, as happened in Carlsbad Cavern. These changes could prevent effective study of Lechuguilla by altering or destroying many important features.

Many of those who would develop Lechuguilla Cave as a tourist attraction see it as an economic boon to an area with a struggling economy. The demise of potash mining and the current depressed oil and gas industry has hurt southeastern New Mexico, and development of Lechuguilla is seen by some as a way to boost a sagging economy.

It is a fact that the City of Carlsbad has not done much to take advantage of the presence of a National Park in its area. If anything, the relationship between the City and the Park has been adversarial, which gains nothing for anyone. With the exception of the Living Desert State Park and some glossy magazine advertisements touting Carlsbad Cavern, the City has done little to take advantage of the natural assets of the region. Even the billboards along the Highways invite tourists to White City, not to the City of Carlsbad.

In a letter I wrote to the Mayor of Carlsbad's Task Force on Lechuguilla Cave (enclosed), I suggested that the City could build a museum that featured Ice Age animals found in the caves of the area. Such a museum could also feature interpretive exhibits and programs on the surrounding area, and could improve a visit to Carlsbad for tourists. I also suggested encouraging outfitters to establish businesses in the City of Carlsbad. Outfitters could attract people seeking back-country experiences in the Guadalupe Mountains.

I believe that the establishment of a National Institute for the study of Caves and Karst would be a marvelous addition to the area, if the local citizens support and contribute to it. Such an institute could incorporate the interpretive exhibits mentioned above, provide a facility for the use of industry and educational institutions, and be a repository for information on caves.

In regard to Senate Bill 558, the Lechuguilla Cave Study Act, I believe that the Senate should be looking at the impact of Lechuguilla Cave and a National Cave Research Institute on all of Carlsbad Caverns National Park and on the surrounding lands. Studying only Lechuguilla Cave is focusing on one small part of a much larger problem. Carlsbad Caverns National Park has dozens of caves, and there are hundreds more in the Guadalupe Mountains on public lands. If a study of Lechuguilla Cave is to be properly conducted, it must include a study of the entire Park and its environs. Anything less will fail to address the question.

Very truly yours,

Harvey R. DuChene
Harvey R. DuChene

encl.

cc: Senator Pete Domenici
Senator Jeff Bingaman
David H. Jagnow
Sarah Bishop
Ronal T. Kerbo

6/21

Harvey R. DuChene
7122 Ridgeview Circle
Sedalia, Colorado 80135
(303) 688-6283
May 6, 1989

Lechuguilla Cave Task Force
Mr. Mike Currier, Chairman
P. O. Box 1569
Carlsbad, New Mexico 88220

Ladies and Gentlemen:

Thank you for giving me the opportunity of meeting with some of you at Billy's Steak House on May 3, 1989. It is helpful for all of us to be able to associate a face and personality with a name. I also appreciate that those of you who were in attendance did so on short notice.

I came away from the meeting with a better understanding of the concerns that members of the Task Force have for the Lechuguilla Cave situation. I believe that all sides of the question will be fairly considered.

I also learned that there are at least three issues that concern the committee. They are:

1. Should Lechuguilla be left as it is, one of many undeveloped caves within Carlsbad Caverns National Park or should it be developed as an additional public attraction?

2. Should the cave have a special designation as an Underground Wilderness?

3. Are there alternatives to development that would be assets to the Community and the Park?

I have addressed each of these questions verbally, but I would like to restate my thoughts on each for you.

First, I would prefer that Lechuguilla remain undeveloped for three reasons. It is a long cave, in excess of 32 miles, and most of it is barren of formations. It is this barren character that allows geologists to examine the rocks and learn more about how the Capitan Reef was formed. Without question, there are some beautiful and remarkable formations within the cave, but beautiful sites are difficult to reach and widely separated within the cave. Miles of barren passage is hardly a scenic attraction. The second reason is that the scientific value of the cave is significant. Because it is deep beneath the land surface and has, to the best of our knowledge, only one small entrance, it has been protected from the ravages of erosion. As a result, there are delicate features such as gypsum and sulfur in Lechuguilla that are not commonly found in most other Guadalupe Caves. I believe that these should be preserved, and I believe that we have an obligation to keep them as they are, because they are unique. Thirdly, Lechuguilla is already within a wilderness area. Even if some part extended outside the wilderness boundary, the cave could not be developed because of the wilderness designation that already exists covers most of the cave.

The second question is about "Underground Wilderness" designation for Lechuguilla. I have never seen a written definition of an "Underground Wilderness." Therefore, I have no idea whether to support the concept or not. As a petroleum geologist, I must constantly work my way through a tangle of County, State and Federal regulations every time I want to drill an oil or gas well. This work is time consuming and tedious, but I understand the need for protecting the environment as well as the rights of other public land users. Because complying with myriad rules is difficult, I tend to be suspicious of new regulations. Consequently, I want to be sure that I understand any potential laws regarding the use of public lands. I would have to know a lot more about "Underground Wilderness" before I decided whether or not to support it.

The third subject is utilization of the assets associated with Guadalupe Mountain Caves by the Community. I am not a resident of Carlsbad, but I recognize that the tourist dollar is an important part of the local economy. Yet I look at the city, and aside from the advertising that attracts people to Carlsbad Cavern, there is little to attract the tourist. With that in mind, I have two suggestions:

1. Mr. David Jagnow has suggested a visitor's center within the City of Carlsbad that would feature multimedia slide shows about Lechuguilla and other Guadalupe Caves. These programs would show the kind of beauty that is found in the area, and the type of studies that are being conducted. I would suggest expanding this concept to include interpretive exhibits that feature the natural history of the Guadalupe Mountains region. For example, there are several caves in and around Carlsbad Caverns National Park that contain the remains of large, ice age animals, such as sloth, bush ox, camel, short faced bear, and others. What this means is that in the not too distant past, the climate around Carlsbad was significantly different that the desert conditions that exist today. Dioramas showing what those conditions might have been, along with reconstructed skeletons of the animals, would make a fascinating exhibit. Other aspects of cave science might also be featured, as well as regularly updated presentations about new discoveries and exploration. I think a lot of people might be surprised to learn that caves really are good for something.

2. Many areas with spectacular scenic attractions in remote areas have professional outfitters who take people into the back country. The Guadalupe Mountains contain spectacular scenery above and below the ground, assets that could attract a type of tourist different from those who stop in Carlsbad for one day to see the cavern. These are the people who desire a wild and unique experience but do not have the time to learn where the

special places are located. They are also people who want to be pampered while enjoying the outdoors, and do not mind spending money for the experience. Outfitters have learned to capitalize on the desires of these people with back country horseback pack trips and wildwater rafting in many parts of the country. These businesses would have to be approved by or licensed by the appropriate Federal agencies, but this is done elsewhere, such as in the Grand Canyon where river rafting is popular. If outfitters had their businesses in Carlsbad, it would bring money into the local economy.

Finally, I would like to address the apparent conflict between the article that I wrote in the NSS NEWS (July, 1988, p. 294, 2nd and 3rd column) and my letter to the Task Force dated April 10, 1989.

In the NSS article, if I am guilty of anything, it is poor writing. I gave "credit" to "personnel at Carlsbad Caverns National Park" for ideas that were not theirs, especially regarding the video production. Also, I did not submit the article to Carlsbad Caverns National Park for approval prior to publication, something I should have done out of professional courtesy, particularly since I made statements about Park Service Policy. As a private citizen, I had absolutely no business making any statements on "behalf" of the Park Service.

The idea of Cave Wilderness has been talked about by cavers for many years going back to the 1960's. Cave Wilderness designation for Lechuguilla was discussed because of a legitimate fear the cave could extend beyond the boundary of the Park. These fears were expressed to me by Ronal Kerbo very early in the exploration of Lechuguilla.

As I stated in my letter of April 10, 1989, the idea for putting together a video production in Lechuguilla Cave was mine and mine alone. This is the truth, regardless of what can be interpreted from the NSS NEWS article. As the idea for the video evolved, the cave continued to become increasingly significant, and incorporation of the Cave Wilderness concept became something that I and other non-Park Service cavers wanted to include. My inaccurate writing in those first two paragraphs of the second column of the NSS NEWS article implies National Park Service input into the origination of the video idea and its content, which simply is not true.

In comparing my NSS NEWS article and my letter of April 10, I can understand why there is confusion. Please be advised that I stand by my letter of April 10 and apologize for the confusion caused by inaccurate writing in the NSS NEWS article.

I hope that these suggestions and comments are of some value to you as you put together your recommendations regarding Lechuguilla Cave. If I can be of further assistance, please call or write.

Very truly yours,

Harvey R. DuChene

encl

cc: Sarah Bishop
David Jagnow
Rick Bridges
Ron Kerbo
Bob Belous
Dave McClurg
Carol Belski

Peter M. Jones
RR1, Box 4011C
Camden, Maine 04843
207-236-6112

re: S. 558
S. 855

The Honorable Dale Bumpers
Chairman, Subcommittee on Public Lands, National Parks and Forests
364 Dirksen Senate Office Building
United States Senate
Washington, D.C. 20510

To the Honorable Dale Bumpers and Subcommittee Members:

Thank you for the opportunity to submit my testimony concerning the management of Lechuguilla Cave. I wish to have these statements be entered as part of the public record of these hearings.

The discovery and exploration of the inner passages of Lechuguilla Cave has created several issues and spawned two Senate bills as a result. The first bill has given me the opportunity to address this hearing over the management of Lechuguilla, the second concerns the creation of a Cave Research Center at Carlsbad Caverns National Park (CACA).

In some ways the issue over what to do with Lechuguilla Cave in terms of management is a "non-issue". Lechuguilla lies within a designated wilderness area and as such has been managed in that manner by the National Park Service (NPS). As with any wilderness, the intention of the designation is for the area to be preserved in perpetuity in the manner in which it is found. It is not meant to exclude anyone from visitation and enjoyment but rather to insure that it will remain in its natural state for future enjoyment. While the size and grandeur of Lechuguilla were not known when the area was under consideration, surely the intent was to protect whatever was there, not simply the lechuguilla plants that grow in such abundance. It would be hard to imagine that wilderness areas in the Grand Canyon would suddenly be reconsidered for their wilderness status because of the discovery of one canyon that had been previously overlooked. To suggest that Lechuguilla be de-designated for the purpose of commercial development is not even a valid point for consideration. It has also been disclosed to me that in the event Lechuguilla should extend beyond its surface wilderness protection, that de jure wilderness would extend wherever the cave may venture.

A larger issue for consideration would be the **overall management of all caves within CACA National Park**. During the twenty years that I have been an active caver in the Guadalupe Mountains, I have seen a distinct change in the overall management of CACA N.P. caves. What was once considered to be "closed territory" has been gradually opened up to the benefit of all concerned. More caves have been discovered and more fully explored than ever before. New scientific theories on the evolution of caves have been advanced and with the exploration of Lechuguilla, we have a chance to see the primary evidence of cave development first hand. Perhaps most important is the education of a whole new group of explorers on the necessity of serious cave conservation and proper caving etiquette. Were it not for the new management attitude at CACA, Lechuguilla might still be the "small, disappointing cave" that it was once described as. It would behoove the Park Service to put this new attitude **in writing** in the form of a new cave management policy. The former cave management policy written in the mid-70's is now in need of being updated and formally accepted.

The exploration of Lechuguilla has brought about a new era, perhaps a Golden Age of cave exploration. Never before has a cave been so carefully explored and dutifully mapped concurrently with its exploration. Trails have been painstakingly laid out so that the human impact has been minimized. The open sharing of information about new areas and potential leads for the discovery of new passage has created an atmosphere of mutual respect within the caving community. Perhaps it is the sheer magnitude of Lechuguilla and its potential vastness that has fostered this new attitude. Whatever the reason is, it is a new age of cave exploration that should be nurtured.

The proposal for a new Cave Research Center within the Carlsbad/Guadalupe Mountain region is a natural outcome of this new attitude, shared by the CACA N.P. management and the caving community at large. It should be clear by now that both groups share the same philosophy, that of furthering knowledge about the caves and especially their protection into the future. The creation of that Center, developed in its fledgling stage under the guidance of the N.P.S., would be ideally located in the Carlsbad region. Its close proximity to one of the world's major caving areas would be a natural choice, not to mention its potential value to the city of Carlsbad and its business interests. While CACA N.P. would have a natural interest in the Center's development to begin with, it should be remembered that it would be a center for worldwide cave research and once developed, should be managed as a separate entity. There is surely enough to be done at the shorthanded CACA N.P. without having to manage yet another concern!

In summary, it is my opinion that Lechuguilla Cave is in fact a de jure wilderness area and as such should remain so. It is also my opinion that a Cave Research Center, developed under the auspices of Carlsbad Caverns National Park but managed in its maturity by a separate agency, should be created.

I thank you once again for the opportunity to address this committee and have this testimony entered as part of the hearing record.

Respectfully yours,

Peter M. Jones

Peter M. Jones
NSS 11412

COLE HAAN

FR 6/21

June 28, 1989

The Honorable Dale Bumpers
Chairman, Subcommittee on Public Lands, National Parks and Forests
364 Dirksen Senate Office Building
United States Senate
Washington, D.C. 20510

re: Lechuguilla Cave Study Act
Senate Bill S. 558

Dear Mr. Bumpers:

In March of this year I was fortunate enough to participate in the exploration of Lechuguilla Cave. The most impressive feature of this cave to me was its wilderness state. This cave's situation is unique in this country and possibly the world. We are extremely concerned that commercial development of the cave would destroy the uniquness of this national treasure.

Lechuguilla's cave environment is extremely fragile and not suited to the type of traffic that nearby Carlsbad Caverns is used to. Furthermore, I do not feel there would be any serious economic benefit to the Carlsbad area. I suspect there wouldn't be any net increase in total tourists, merely a division among them in which cave they go to. The Park Service does an excellent job with Carlsbad Caverns right now, although I'm sure they must be at their limits to presrve just that cave.

I urge your subcommittee to support the position that this cave, which lies under a designated wilderness area, be also designated a wilderness area. This may be the country's last chance to preserve a discovery of this magnitude for future generations to enjoy in its wild condition.

Sincerely,

Dennis M. Regan
P.O. Box 603
Yarmouth ME 04096

NORTH ELM STREET, YARMOUTH, MAINE 04096 207-846-3721 FAX: 207-846-6374

6-15-89

S.940
S.855
S.818
S.558

Subcomittee on Public Lands, National Parks and Forests.

Dear Sirs:

I would like to make brief comments concerning 3 Bills, and extensive comments concerning one Bill to be discussed in the Subcommittee on Public Lands, National Parks and Forests, June 21, 1989.

S. 940: I applaud efforts being taken to preserve a portion of the Jemez and Pecos Rivers as Wild and Scenic. I am not personally familiar with the proposal, thus I am unable to make specific comments. I would however, like to comment on a portion of the Pecos River which most likely is not being considered in this Bill. My father was a hydrologist for the US Geological Survey stationed in Carlsbad, N.M. for many years. I grew up along the lower Pecos river, visiting every section of it over the period of many years. Even though this section of the river was seriously degraded years ago, in the past twenty years the degradation has become worse. Poor sewage treatment at Carlsbad, agricultural runoff, phreatophyte destruction by the Bureau of Reclamation, and most importantly, livestock grazing along the river banks has continued to disrupt what was once (and sometimes still is) a beautiful river with abundunt and varied wildlife.

Though this section of the river, from Carlsbad to the Texas State line, does not qualify as Wild and Scenic, it definately deserves our efforts at restoring it to some semblance of it's former self. Desert riparian areas such as this are extremely rare, and are probably not represented in the National Wild and Scenic River System. At some point in the future, I would like to see private land along the river acquired by the Federal or State Government and efforts made to restore this wonderful river, much as been recently done in Arizona with the San Pedro National Riparian Area.

S. 855 The Guadalupe Mountains of southeastern New Mexico are known as one of the most important karst regions of the world. Within the Guadalupes, over 300 significant caves are presently known, and many more are suspected. Many of these caves contain large rooms and beautiful and unusual speleothems, some found nowhere else. I feel that the establishment of a cave research institute at Carlsbad Caverns National Park would be a very important step in beginning our understanding and protection for such an important yet unknown natural treasure.

S. 818 Senator Clinton P. Anderson will be remembered in future generations as one of the men who worked so hard to preserve some of wild America in the face of the unrelenting greed of modern society.

His efforts will one day be considered much more significant than they are now, especially as the remaining undesignated wildlands are swallowed up by the expanding consumptive uses of our society.

As you know, there are currently several man-made constructions named after Clinton P. Anderson; such as the road to the Gila Cliff Dwellings through the Gila National Forest, and the Physical Science Laboratory at New Mexico State University. To my knowledge, however there are none of the natural features which he so much loved that are commemorated by his passing. My personal preference for such a designation would be the "Unified Guadalupe Escarpment Wilderness" which is again being proposed in the upcoming BLM and USFS Wilderness Bills. The Guadalupes were supposedly dear to Senator Andersons heart and are probably the most significant Wilderness area in New Mexico. To designate this area as the Clinton P. Andernson Wilderness would be a very fitting tribute.

I understand however, that his family may consider the naming of a Wilderness area for Senator Anderson as too grandiose, and if their feelings are such, we should certainly respect them. In this case I know of an alternate area worthy of his name. In the Cloudcroft District of the Lincoln National Forest, within the Sacramento Mountains is a particular grove of trees of approximately 300 acres. What makes this grove so special is that it is the only remaining grove of substantial size which has not been logged at one time or another. During the 1900's when much of the Sacramento Mountains were logged, it is suspected that an early winter halted logging operations in the area and the loggers never returned in subsequent years. The trees in this grove are thought to be in excess of 300 years old, they are the largest remaining trees in the Cloudcroft District. An "old-growth" forest, both rare and enduring is a fitting tribute to bear Clinton P. Anderson's name. This option must be acted on quickly, as the US Forest Service intends to clearcut the grove this fall. The last enduring ancient forest in the District will be no more. The name of the timber sale is Scott Able.

S. 558 In our efforts to develop and consume as much energy and minerals as we possibly can, we seldom take heed to other values which may be endangered by our actions. Lechuguilla cave may one day be one of the most prevalent examples, standing with Glen Canyon Dam as a sign of our short-sightedness. What I am speaking of is the unregulated development of hydrocarbons along the northern boundary of Carlsbad Caverns National Park. Having spent a number of years as a petroleum engineer for a major oil company, I am well aware of the hazards presented by hydrocarbon production. If casing leaks were to develop in any of the wells currently being produced in the area, the potential exists for natural gas to migrate from the well to Lechuguilla Cave, or even Carlsbad Cavern through the highly pourous limestones of the Capitan Reef Formations. Equally as important, are other caves which may be as large as the Caverns or Lechuguilla, but which are not considered important enough for protective designation. One of these caves is Big Manhole cave which lies on BLM land a few hundred feet north of the National Park Boundary. Big Manhole cave exhibits the same air movement which suggested the discovery dig for

Lechuguilla. Spelunkers are presently active in the Big Manhole dig which could result in a cave of equivalent importance. Big Manhole cave however, is located fairly close to an existing gas well which was drilled through at least two caves, and is directly adjacent to a proposed new well. If these wells go into production it may be too late to save Big Manhole and possibly Lechuguilla Cave. Significant caves are also known to exist on the National Forest lands south of the Park which would be equally affected by hydrocarbon development in that area. If these areas had been designated Wilderness with the original National Speleological Society proposal in 1970, then none of the caves would presently be endangered. As it is, all of them may be. Please refer to the attached report.

Thank you very much for this opportunity to respond.

Kelly Cranston

1425 Walden
Las Cruces, New Mexico 88001

## GUADALUPE MOUNTAIN INSTITUTE

Kelly Cranston
Petroleum Engineer
B.S. Geological Engineering
M.S. Environmental Engineering
1425 Walden
Las Cruces, New Mexico 88001

## ENDANGERED CAVERNS

The discovery of major passage in Lechuguilla Cave in Carlsbad Caverns National Park in 1986 began a new era of cave exploration in the Guadalupe Mountains of Southeastern New Mexico. Not since the discovery of Carlsbad Caverns has such a large and exciting cave been the subject of extensive exploration and research efforts. Following two years of exploration, Lechuguilla Cave, 32+ miles long and 1501' deep, now exceeds Carlsbad Caverns in length, and depth. While not as magnificently well decorated, Lechuguilla boasts many rare and unusual speleothems. Some, the gypsum "chandeliers" for instance, are the best examples of their kind known in the world. Despite the significance of the discovery, the future for Lechuguilla Cave may not be as bright as expected.

In June of 1984, before the discovery of major passage in Lechuguilla, a gas well was drilled on Bureau of Land Management land north of the Carlsbad Caverns National Park boundary about 7900' from the known extent of the cave (Figure 1). Drilled by W. A. Moncrief, Jr. Co. of Midland, Texas, the well was named Guadalupe Federal # 1 and was extended to a depth of 12,006'. The well tested 830 Mcf at 2550 psi tubing pressure, but was not completed at that time and as of 1-89 it is still not flowing. The well was controversial from the beginning, as it was drilled in the Mudgetts Wilderness Study Area which had previously been the subject of a Sierra Club lawsuit. The proximity of the well, being further than a mile, at first may not appear to be of concern, however upon closer inspection the well may be a direct threat to the existence of Lechuguilla Cave.

During drilling, voids, or caverns were encountered at 239', and 1120'. (Figure 2). Over a period of four days, a total of 25 cubic yards of material was pumped into the casing annulus to try to plug the void at 239' before cement could be circulated to the surface (Figure 3). The well had encountered a cavern system at two different depths and had now exposed the system to potential contamination by natural gas from the well. As a further complication, another cave, Big Manhole, lies in a direct line between the well and Lechuguilla, approximately 2400' from the well. Big Manhole Cave exhibits a similar feature, substantial air movement through the loose rocks on the floor

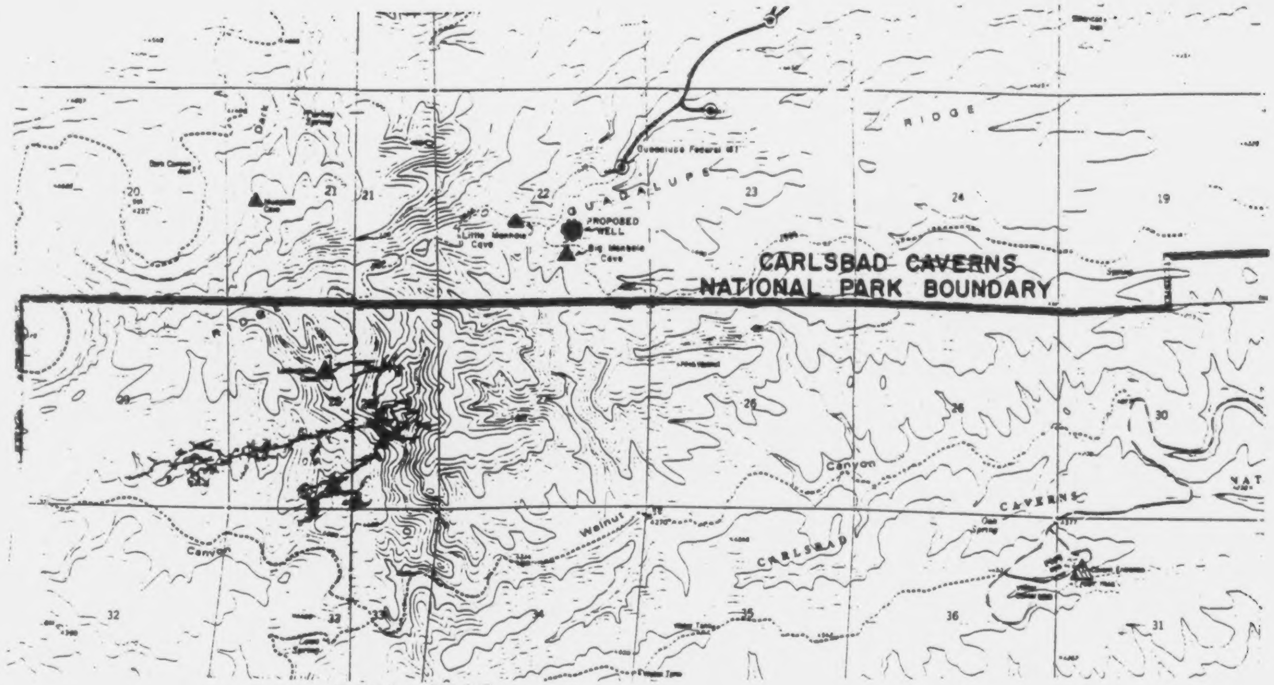

CARLSBAD CAVERNS
NATIONAL PARK BOUNDARY
GUADALUPE
RIDGE
PROPOSED WELL
Big Manhole Cave
Little Manhole Cave
Guadalupe Federal #1
Canyon
Walnut
CARLSBAD
CAVERNS
20
21
21
22
23
24
19
26
30
32
33
34
35
36
31
T. 24S. R.26E.

FIGURE I. LECHUGUILLA CAVERNS AND GAS WELLS.

SCALE 1" = 2910'
▲ CAVE ENTRANCE
◉ GAS WELL
● PROPOSED WELL

N

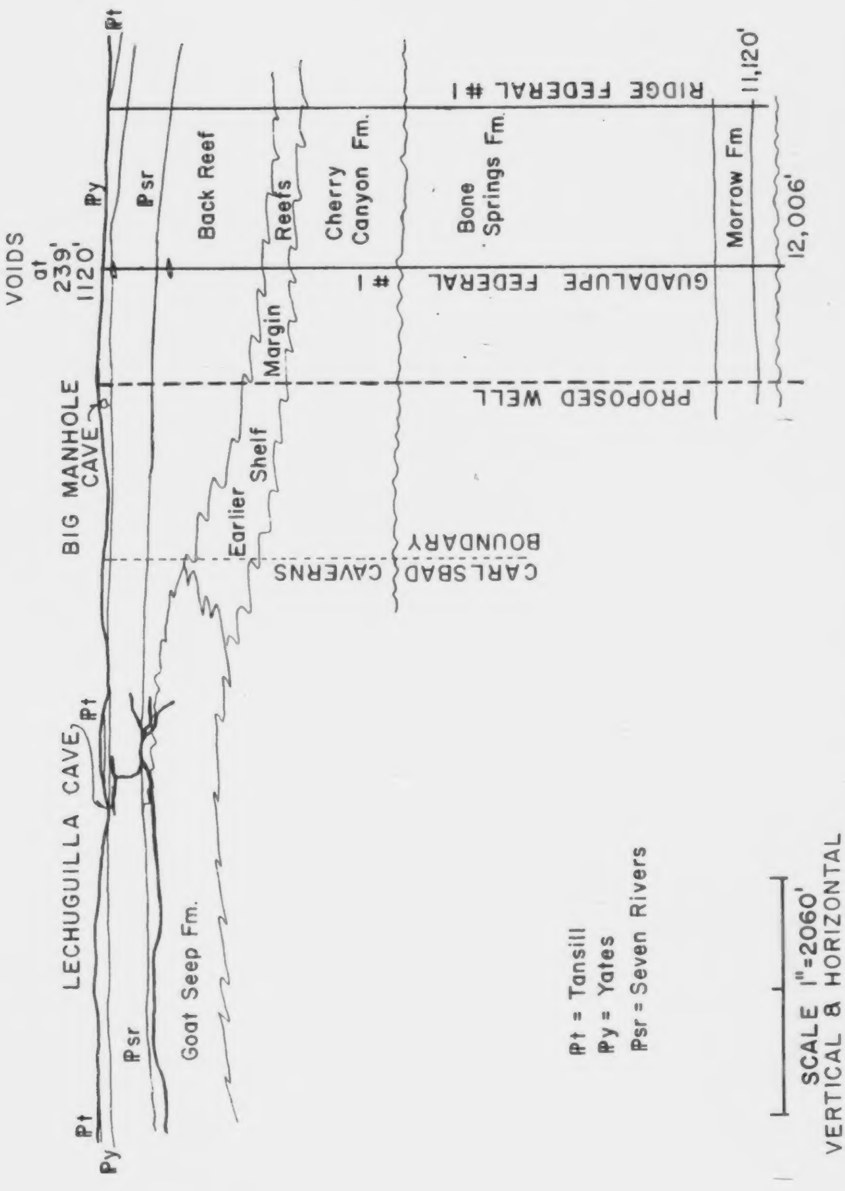
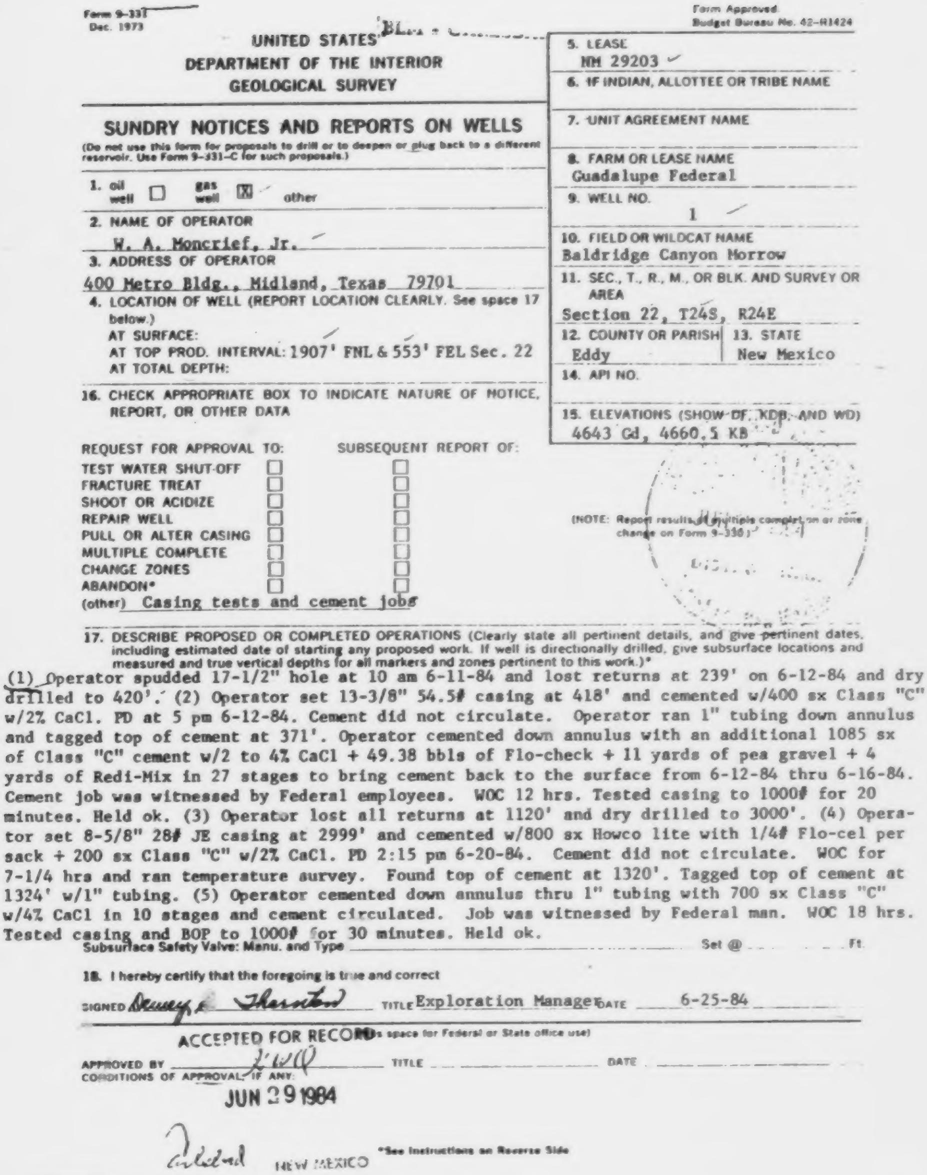

LECHUGUILLA CAVE
BIG MANHOLE CAVE
VOIDS at 239' 1120'
Pt
Py
Psr
Goat Seep Fm.
Back Reef
Earlier Shelf
Margin
Reefs
Cherry Canyon Fm.
Bone Springs Fm.
Morrow Fm
CARLSBAD CAVERNS BOUNDARY
PROPOSED WELL
GUADALUPE FEDERAL #1
RIDGE FEDERAL #1
11,120'
12,006'
Pt = Tansill
Py = Yates
Psr = Seven Rivers
SCALE 1"=2060'
VERTICAL & HORIZONTAL

FIGURE 2.



Form 9-331
Dec. 1973

Form Approved.
Budget Bureau No. 42-R1424

UNITED STATES
DEPARTMENT OF THE INTERIOR
GEOLOGICAL SURVEY

SUNDRY NOTICES AND REPORTS ON WELLS

(Do not use this form for proposals to drill or to deepen or plug back to a different reservoir. Use Form 9-331-C for such proposals.)

1. oil well ☐ gas well ☒ other
2. NAME OF OPERATOR
W. A. Moncrief, Jr.
3. ADDRESS OF OPERATOR
400 Metro Bldg., Midland, Texas 79701
4. LOCATION OF WELL (REPORT LOCATION CLEARLY. See space 17 below.)
AT SURFACE:
AT TOP PROD. INTERVAL: 1907' FNL & 553' FEL Sec. 22
AT TOTAL DEPTH:

5. LEASE
NM 29203
6. IF INDIAN, ALLOTTEE OR TRIBE NAME
7. UNIT AGREEMENT NAME
8. FARM OR LEASE NAME
Guadalupe Federal
9. WELL NO.
1
10. FIELD OR WILDCAT NAME
Baldridge Canyon Morrow
11. SEC., T., R., M., OR BLK. AND SURVEY OR AREA
Section 22, T24S, R24E
12. COUNTY OR PARISH
Eddy
13. STATE
New Mexico
14. API NO.
15. ELEVATIONS (SHOW DF, KDB, AND WD)
4643 Gd, 4660.5 KB

16. CHECK APPROPRIATE BOX TO INDICATE NATURE OF NOTICE, REPORT, OR OTHER DATA

| | REQUEST FOR APPROVAL TO: | SUBSEQUENT REPORT OF: |
|---|---|---|
| TEST WATER SHUT-OFF | ☐ | ☐ |
| FRACTURE TREAT | ☐ | ☐ |
| SHOOT OR ACIDIZE | ☐ | ☐ |
| REPAIR WELL | ☐ | ☐ |
| PULL OR ALTER CASING | ☐ | ☐ |
| MULTIPLE COMPLETE | ☐ | ☐ |
| CHANGE ZONES | ☐ | ☐ |
| ABANDON* | ☐ | ☐ |

(other) Casing tests and cement jobs

(NOTE: Report results of multiple completion or zone change on Form 9-330.)

17. DESCRIBE PROPOSED OR COMPLETED OPERATIONS (Clearly state all pertinent details, and give pertinent dates, including estimated date of starting any proposed work. If well is directionally drilled, give subsurface locations and measured and true vertical depths for all markers and zones pertinent to this work.)*

(1) Operator spudded 17-1/2" hole at 10 am 6-11-84 and lost returns at 239' on 6-12-84 and dry drilled to 420'. (2) Operator set 13-3/8" 54.5# casing at 418' and cemented w/400 sx Class "C" w/2% CaCl. PD at 5 pm 6-12-84. Cement did not circulate. Operator ran 1" tubing down annulus and tagged top of cement at 371'. Operator cemented down annulus with an additional 1085 sx of Class "C" cement w/2 to 4% CaCl + 49.38 bbls of Flo-check + 11 yards of pea gravel + 4 yards of Redi-Mix in 27 stages to bring cement back to the surface from 6-12-84 thru 6-16-84. Cement job was witnessed by Federal employees. WOC 12 hrs. Tested casing to 1000# for 20 minutes. Held ok. (3) Operator lost all returns at 1120' and dry drilled to 3000'. (4) Operator set 8-5/8" 28# JE casing at 2999' and cemented w/800 sx Howco lite with 1/4# Flo-cel per sack + 200 sx Class "C" w/2% CaCl. PD 2:15 pm 6-20-84. Cement did not circulate. WOC for 7-1/4 hrs and ran temperature survey. Found top of cement at 1320'. Tagged top of cement at 1324' w/1" tubing. (5) Operator cemented down annulus thru 1" tubing with 700 sx Class "C" w/4% CaCl in 10 stages and cement circulated. Job was witnessed by Federal man. WOC 18 hrs. Tested casing and BOP to 1000# for 30 minutes. Held ok.

Subsurface Safety Valve: Manu. and Type ______ Set @ ______ Ft.

18. I hereby certify that the foregoing is true and correct

SIGNED Dewey Thornton TITLE Exploration Manager DATE 6-25-84

(This space for Federal or State office use)

ACCEPTED FOR RECORD

APPROVED BY ______ TITLE ______ DATE ______
CONDITIONS OF APPROVAL, IF ANY:

JUN 29 1984

Carlsbad NEW MEXICO

*See Instructions on Reverse Side

FIGURE 3. GUADALUPE FEDERAL #1.

(breakdown) that encouraged cavers to begin the discovery dig in Lechuguilla. Consequently local cave explorers have begun excavating a pathway through the rubble in an attempt to discover another large cavern. The volume of airflow in Big Manhole is comparable to Lechuguilla, suggesting that it may also be a very significant discovery, potentially being as large as, and possibly connected to Lechuguilla. Due to the close proximity of Big Manhole Cave to the well and the possibility of a connection with Lechuguilla Cave, the threat of contamination becomes even greater. To aggravate the situation, another well has been proposed for drilling about 800' from the entrance of Big Manhole Cave.

A study of the regional geology reveals a set of highly porous, fractured and cavernous limestone beds lying along the Guadalupe Ridge Anticline which plunges northeast towards the city of Carlsbad in a direct path from the caves to the wells (Figure 4. bottom right). The anticline is a long fold, much like a folded sheet of paper with the axis at the top, tipping from the caves at one end to the well at the other. The joint pattern parallelling Guadalupe Ridge has been a major determining feature for cave formation, thus the cave passages also lie in a direct path towards the well. If gas from the well were to exit the borehole in a variety of ways; i.e. casing leaks, collapses, or separations, it would follow the joints, voids, and porosity in a southwesterly migration updip along the anticline towards the caves (Figure 5). Upon entering the caves, the gas would create explosion and suffocation hazards. Despite the substantial air movement within the caves, the gas would persist in the caves both from constant migration from the well and settling in dead air spaces. Big Manhole Cave and Lechuguilla Cave would be rendered permanently unenterable. The caves would possibly qualify as "Superfund cleanup sites" making the well operator liable for financial and personal injury incurred in the cleanup of the caves.

While a leak from a hydrocarbon well may seem unlikely, it is much more common than expected. In the 5 1/2 years that I spent as a petroleum engineer for a major oil company, I observed numerous hazardous casing and tubing leaks, many of which were never reported. There were several instances in the division where I worked of "underground blowouts" into other geologic intervals, or channels behind the casing that came all the way up to the surface. The contents of entire gas reservoirs have been lost due to casing and channelling problems. Commonly there is not a question of "if" the wellbore will leak, but "when" it will leak. The porous Capitan reef will make a successful "cement job" behind the casing virtually impossible, thus leaving the entire interval highly susceptible to natural gas seepage from the wellbore.

An even greater threat is that of an "underground blowout" while drilling. A situation similar to the catastrophic subsurface blowout of the Shell Oil well offshore of California a

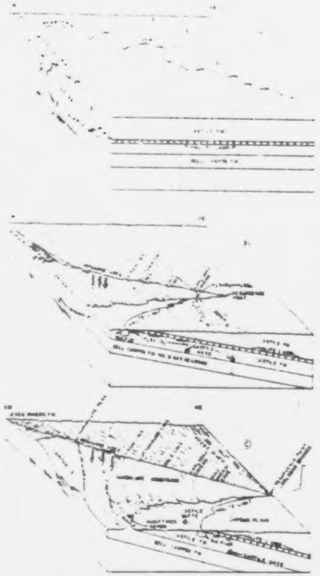


FIGURE 96—Model of Halite I unit in the Castile Formation of the Gypsum Plain in relation to the development of caves in the Guadalupe Mountains. (A) Rivers meandered across a low-lying erosion surface in the Miocene–Pliocene. (B) In the late Pliocene–Pleistocene the Guadalupe Mountains area uplifted and tilted. Oil and gas moved updip in the basin and reacted with the Castile anhydrite to form $H_2S$, $CO_2$, and the castile masses underground. Impermeable halite beds trapped the gas in the subsurface so that it either escaped at the western edge of the halite beds or ascended into the reef along joints or interfingerings of the Bell Canyon Formation. As the halite beds in the basin were eroded from west to east, and as spring positions continually shifted from west to east, caves in the Guadalupe Mountains also developed from west to east. As soon as the western limit of the halite beds moved east, past a particular cave location, development of that cave ceased because gas could no longer ascend into the reef at that point. (C) Native sulfur is today found along the western limit of Halite I beds, but never east of this limit below halite beds, or far west of this limit in solution-breccia deposits. $H_2S$ gas is found in the subsurface where halite beds are still intact.

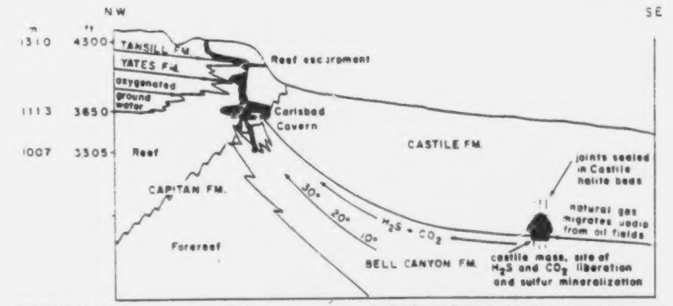

NW
SE
m
ft
1310
4300
1113
3650
1007
3305
TANSILL Fm.
YATES Fm.
oxygenated ground water
Reef escarpment
Carlsbad Cavern
Reef
CASTILE FM.
CAPITAN FM.
Forereef
30°
20°
10°
$H_2S + CO_2$
BELL CANYON FM.
joints sealed in Castile halite beds
natural gas migrates updip from oil fields
castile mass, site of $H_2S$ and $CO_2$ liberation and sulfur mineralization

FIGURE 87—Model of gas ascension from the basin into the reef along the Bell Canyon Formation. Natural gas migrated updip from the oil fields to the east and encountered anhydrite at the base of the Castile Formation. Reactions between the gas and the anhydrite produced hydrogen sulfide, carbon dioxide, and the castile limestone masses. The hydrogen sulfide and carbon dioxide continued updip along the Bell Canyon Formation into the Capitan reef, where they mixed with oxygenated ground water moving downdip along backreef beds. The hydrogen sulfide and oxygen combined to form sulfuric acid which dissolved out the large cave passages in the Guadalupe Mountains.

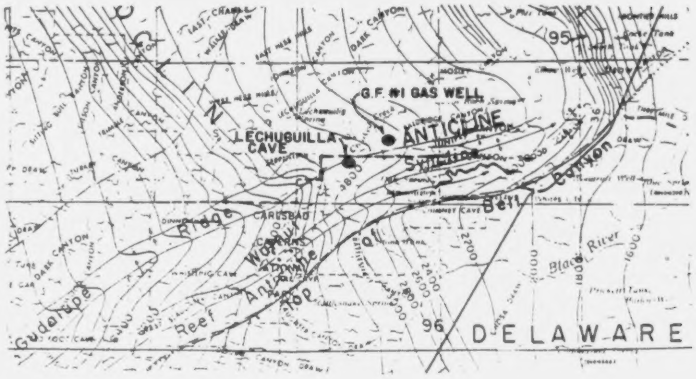

G.F. #1 GAS WELL
ANTICLINE
LECHUGUILLA CAVE
Syncline
Bell Canyon
CARLSBAD
Ridge
Walnut Anticline
Reef Anticline
Guadalupe
DELAWARE
Black River
95
96
EAST CHAMBERS
DARK CANYON
2200
2400
2600
2800
3000
3800

FIGURE 4.

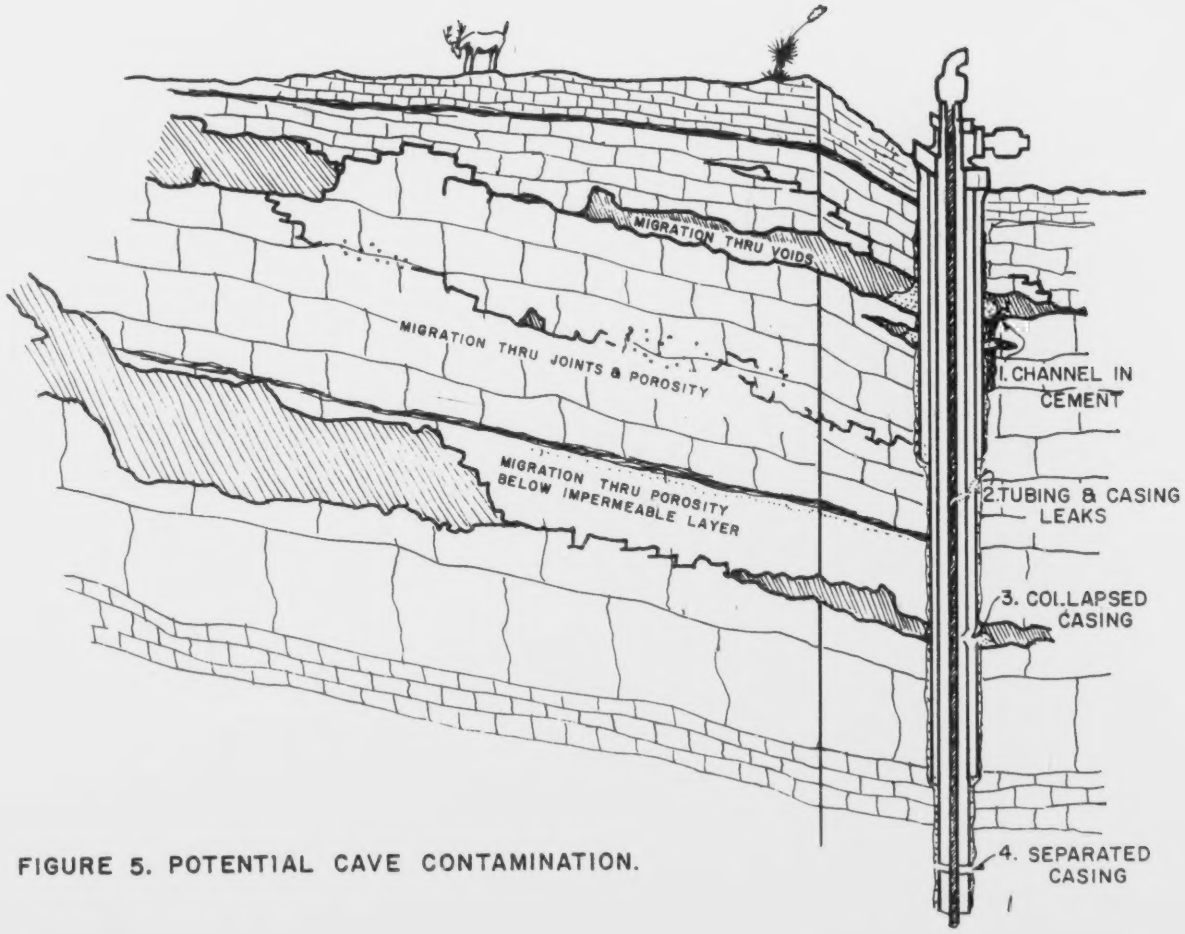

MIGRATION THRU VOIDS
MIGRATION THRU JOINTS & POROSITY
MIGRATION THRU POROSITY BELOW IMPERMEABLE LAYER
1. CHANNEL IN CEMENT
2. TUBING & CASING LEAKS
3. COLLAPSED CASING
4. SEPARATED CASING

FIGURE 5. POTENTIAL CAVE CONTAMINATION.

number of years back could easily occur. Gas well blowouts have been a relatively common occurence in the Carlsbad area over the last 25 years (I can remember at least 3 major ones). A blowout into the porous Capitan Reef where the caves occur, would be almost impossible to control.

Figure 5 shows the potential sources of gas leaks from the well and the paths by which the gas would enter the caves.

Lechuguilla and Big Manhole Caves are not the only caves threatened by hydrocarbon development. Leased lands lie north and south of the Carlsbad Caverns National Park boundary less than 3/4 mile from the known extent of Carlsbad Cavern. Any well drilled in this area would be a direct threat to one of the "jewels" of the National Park system, and all of it's visitors.

In 1988 Congress passed the "Federal Cave Resource Protection Act" finding that "significant caves on Federal lands are an invaluable and irreplaceable part of the Nation's natural heritage;" and to "secure, protect, and preserve significant caves on Federal lands for the perpetual use, enjoyment, and benefit of all people;". The Act provides statutory protection for caves on Federal land, however it does not provide for protection against mineral development. Due to the significance of Lechuguilla Cave, the potential discovery awaiting in Big Manhole Cave, and the close proximity to Carlsbad Cavern, mineral withdrawl for all lands in the vicinity of the significant caves of the Guadalupes is imperative to the conservation of this unusual and significant part of our National heritage.

Controversy presently surrounds the Lechuguilla Cave system in a bout between the preservation and development interests. The National Park Service and cave explorers are recommending the first "Cave Wilderness" be designated, while local developers see the cave as a potential source of increased income. Regardless of the outcome of the controversy, if something is not done to protect the cave from contamination by hydrocarbon production, everyone will lose.

## REGIONAL GEOLOGY

The Guadalupe Mountains of southeastern New Mexico constitute one of the largest exposures of Permian age rocks in the world. The mountains, which trend in a northeasterly direction from Texas are in reality, the remnants of an ancient reef composed primarily of limestones and dolomites. The Guadalupe reef complex is generally used as the classic example of reef formation in geology classes. The presence of a thick sequence of carbonate sedimentary rocks has provided an outstanding stage for the formation of extensive caverns which are world reknowned, the most famous of which being Carlsbad Cavern. For years the caves were thought to be formed by classic methods which predominantly involved the dissolution of the limestone by carbonic acid carrying waters percolating through joints in the rock. Several features however, the large size of the rooms, the lack of stream passage, and the presence of gypsum and sulfur, could not be explained by the classic cave formation theory. In 1977, geologist and speleologist David Jagnow proposed a new theory which effectively described the formation of the Guadalupe caves while taking the previous discrepancies into account. He proposed that sulfuric acid derived from hydrocarbons, was the source of cave dissolution and not carbonic acid as had previously been thought. In 1987 geologist Carol Hill further described the theory of Guadalupe cave genesis in her book "Geology of Carlsbad Caverns and Other Caves in the Guadalupe Mountains of New Mexico and Texas" (Bulletin 117, New Mexico Bureau of Mines and Mineral Resources, 1987). "As the Guadalupe Mountains uplifted and tilted to the northeast during the late Pliocene-Pleistocene, oil and gas migrated updip in the basin and reacted with anhydrite at the base of the Castile Formation to form H2S, CO2, and the "Castile" limestone masses. Where halite beds in the Castile Formation remained intact, they acted as impermeable barriers preventing the gas from rising to the surface in the basin, instead the H2S gas rose into the Capitan Reef along joints or the Bell Canyon Formation and there reacted with meteoric, oxygenated groudwater to form sulfuric acid. The sulfuric acid attacked the limestone and dissolved out the large caves of the Guadalupes". The theory demonstrates a plausible explanation for the formation of the caves, and it sets a precedent for the easy migration of gas from surrounding formations into the Capitan Reef. Figure 4. shows in detail the theory of cave formation as described by Carol Hill. Also included in Figure 4. is a map showing the Guadalupe Ridge Anticline plunging in a northeasterly direction, from the caves to the well.

The rocks of the Guadalupes, being predominantly limestones and dolomites, are generally porous, vuggy (many small holes), and jointed parallel and perpendicular to the structural features of the mountains, i.e. the Guadalupe Ridge and Reef Anticlines and the Walnut Canyon Syncline. The caves are formed along the paths of least resistance for the groundwater, thus they generally occur along joints or brecciated (broken) portions of the limestone. In the vicinity of Carlsbad Caverns and Guadalupe Mountains National Parks, and the escarpment region of Lincoln National Forest, over 300 significant caves are presently known. While not generally of great length, these caves commonly contain large rooms, magnificent speleothems, and numerous vertical shafts making them the delight and adventure of cavers throughout the United States and around the world. The caves of the Guadalupes are world famous for their beauty, their challenge, and their location in a pristine wilderness environment. Of the known caves, approximately half are protected within National Park and Wilderness boundaries. The other half lie within Forest Service and BLM jurisdiction southwest of the bottom of Dark Canyon in the Guadalupe Escarpment area and are presently managed in a prudent fashion. The cave area, having no Congressionally designated protection, is administered locally, and thus the caves may be threatened by contamination from oil and gas production in the area and by vandalism from increased access by unknowledgeable recreationists.

Present geologic theory suggests that undiscovered large caves may be located in the northern portion of Carlsbad Caverns National Park and adjacent BLM and State land to about 4 to 6 miles north of the Park boundary. The area now being drilled for natural gas. The extent of these caves is presently unknown as there are no currently located entrances to the caves. With the knowledge gained from the exploration of Lechuguilla Cave, it is thought that caves of similar or greater size may be present in this area.

## OIL AND GAS PRODUCTION

Southeastern New Mexico is one of the largest producers of oil and gas in the United States. Extensive reserves have been discovered throughout the region, primarily in the Delaware and Permian Basins. In recent years however, activity has increased in the Guadalupe Mountains area, primarily in the northern section near Dark Canyon. The trend of the "Lechuguilla Canyon Oil and Gas Unit" hydrocarbon field has been expanded southwestward towards the Carlsbad Caverns National Park boundary with wells now less than 1 mile from the boundary. The recent drilling along the northern portion of Guadalupe Ridge may suggest that the trend extends further south and into the primitive caving area of Lincoln National Forest. An exploration well drilled in the southernmost portion of the Lincoln National Forest near the Guadalupe Mountains National Park boundary was a dry hole and no activity has taken place in the high Guadalupes since.

Of the eight counties in southeastern New Mexico; Otero, Lea, Chaves, Lincoln, Curry, Roosevelt, De Baca, and Eddy, consisting of 19,705,920 acres, only 125,438 acres, or 0~~.0064~~% 0.642 has been restricted from oil and gas development by being designated Wilderness. The proposed Wilderness area encompasing 161,200 acres of the Guadalupe Mountains, with an additional 15,000 acres of mineral withdrawl, when combined with existing Wilderness, will exclude oil and gas development from only 0~~.015~~% 1.5% of the southeastern part of New Mexico.

## WHERE CAVES AND HYDROCARBONS MEET

Current administration of the Bureau of Land Management lands adjacent to the north boundary of Carlsbad Caverns National Park allows for the exploration, drilling and production of hydrocarbons and other minerals. Virtually all of these lands are currently leased to oil and gas producing companies except for section 21, and the SE 1/4 of sec 20 of T 24 E and R.24 S which have a no-surface-occupancy stipulation. Hydrocarbon wells in the area are now being required to have an additional string of casing through the Capitan Reef formations in order to provide a small amount of protection for the cave resources and they can be drilled no closer than 300' to a "known" significant cave feature. The BLM is also potentially considering requiring shallow seismic or gravimetric surveys for new wells to be drilled in the area to prevent intersection of the wells with significant cave passage. Unfortunately, seismic and gramivetric surveys are not particularly accurate at locating cave passage, and the 300' spacing requirement is grossly inadequate considering the ease with which gas will migrate through the Capitan reef rocks. Bureau of Land Management and National Park officials are concerned about the potential impairment of significant caves in the area, however they have not adequately addressed the potential contamination of entire cave systems by hydrocarbons. Under current mineral leasing laws the agencies are unable to provide a significant level of protection for the caves.

Various alternatives are available however, for the agencies to provide adequate protection of the cave resources.

1. Additions to Carlsbad Caverns National Park along the northern boundary.

A boundary addition of 1 to 4 miles would be required to provide adequate protection for the cave resources on the lands north of the Park boundary, and those within the National Park. Current mineral leases would need to be obtained by the National Park Service to prevent future drilling and potential contamination of the caves by hydrocarbons. This option would provide the best long-term protection of cave and surface resources on about 18,000 acres of land. Some current uses, such as ranching and hunting would be eliminated from the area, however neither use is locally significant for the area. Local politics however, would not allow a reasonable consideration of this alternative.

in 1983 a proposal was introduced to Congress in the form of a House _Bill which would transfer administrative jurisdiction of the Mudgetts Wilderness Study Area adjacent to the northern Park boundary over to the National Park Service. The Park Service, not knowing the extent and significance of caves in the region at that time, declined the opportunity to acquire the land.

2. Creation of a "Cave Conservation Area" which would include lands with significant cave resources. (Figure 6)

The area would provide for a complete mineral withdrawl and maintenance of the area in a primitive condition. Existing mineral leases would be acquired by the National Park Service to provide protection for significant caves on adjacent Park Service lands, particularly Lechuguilla Cave and Carlsbad Cavern. Mineral production would be the only restricted use other than motor vehicle use in wilderness portions of the area. This option would provide for long-term protection of National Park, U.S. Forest Service, and BLM cave resources.

The boundary of the Cave Conservation Area would be determined by using criteria such as the following:

1. Area 1 - Inclusion of the portion of the Guadalupe escarpment with the potential for containing significant caves.

2. Area 2 - Inclusion of a buffer zone around Area 1 equal in width to the potential gas migration through subsurface formations from a leaking well.

3. Allow wells drilled outside Area 2 to be directionally drilled underneath the area provided that they penetrate an "acceptable" impermeable layer below the cave bearing formations before entering Area 2.

The final boundary of the Cave Conservation Area mineral withdrawl would be determined using a combination of these criteria.

3. Further restrictions under current administrative procedures.

A shallow seismic, gravimetric, or other appropriate survey would be required for the entire significant cave area to be funded by the leasees. The survey would provide an approximate idea of where significant cave passage exists. Upon analysis of the results of the seismic survey, no well would be drilled within a distance of 1/2 the well depth of a significant cave passage. A minimum of two additional strings of casing would be required in all wells. All casing strings would be tested to the maximum expected "shut-in-tubing pressure" with a full column of completion fluid in the casing or the maximum rated casing strength. The tests would require NO bleed-down in 48 hours, and a BLM cave specialist and a petroleum engineer must be present for the duration of all tests. ALL wells plugged and abandoned in the area would require cementing from top to bottom with no voids in the casing at any depth. Current uses would all continue, mineral development would be slightly restricted. Cave resources would achieve a small degree of protection, however both National Park and BLM caves would still be jeopardized as the possibility of contamination by hydrocarbons would only be slightly reduced. Long-term impairment of the cave resources, still presently unexplored, would be inevitable.

## RECOMMENDATIONS

In the short-term time frame, both Lechuguilla and Big Manhole Caves are under immediate threat of contamination by natural gas from existing and proposed wells. Carlsbad Cavern will be threatened by contamination as soon as wells are drilled on BLM lands north, or on State lands south, of the known cave. The best short-term solution would be to plug the nearby wells (Guadalupe Federal #1 and Ridge Federal #1) and Federally acquire all mineral leases within the proposed "Cave Conservation Area". At the very least, the wells presently existing should be monitored closely for leaks in the tubing and casing and no other wells allowed adjacent the Park. Mineral leases in the area north and south of Carlsbad Cavern should be Federally acquired immediately, before any drilling takes place. The administrative mineral withdrawl proposed by the U.S. Forest Service for the significant cave area including the Guadalupe Escarpment Wilderness Study Area should be immediately processed by the Secretary of Agriculture.

Unquestionably the best long-term protection for the area would be provided by a substantial addition to Carlsbad Caverns National Park. Local interests may preclude the best conservation of the area and thus the "Cave Conservation Area" may presently be the most feasible solution. The proposal (Figure 6.) will be briefly described as follows:

1. The "Cave Conservation Area" would include Carlsbad Caverns National Park, all BLM, State and National Forest lands within the outer boundary on Figure 6. The Act would provide monies for agency cave management personnel and material requirements. Monies would also be provided for cave education, interpretation, selected primitive tours and cave rescue operations. Oil and gas exploration would only be allowed in the outer portions of the area under the restrictions previously discussed. This designation would protect not only the caves near the Northern Park boundary, but also all significant caves in the Guadalupe Mountains Area. Additional areas, such as McKittrick Hill and the gypsum karst area surrounding Parks Ranch Cave could also be included in the CCA.

2. A "Primitive/mineral withdrawl Area" would be designated within the CCA boundary which would provide for a complete mineral withdrawl and continuation of current primitive uses. No new developments, except ranching requirements and wildlife habitat enhancement projects, would be allowed. Approximately 15,000 acres.

3. Within the "Primitive Area" boundary, suitable lands would be designated Wilderness. These lands include the Mudgetts, Lonesome Ridge, Lechuguilla Canyon, Devils Den, and Guadalupe

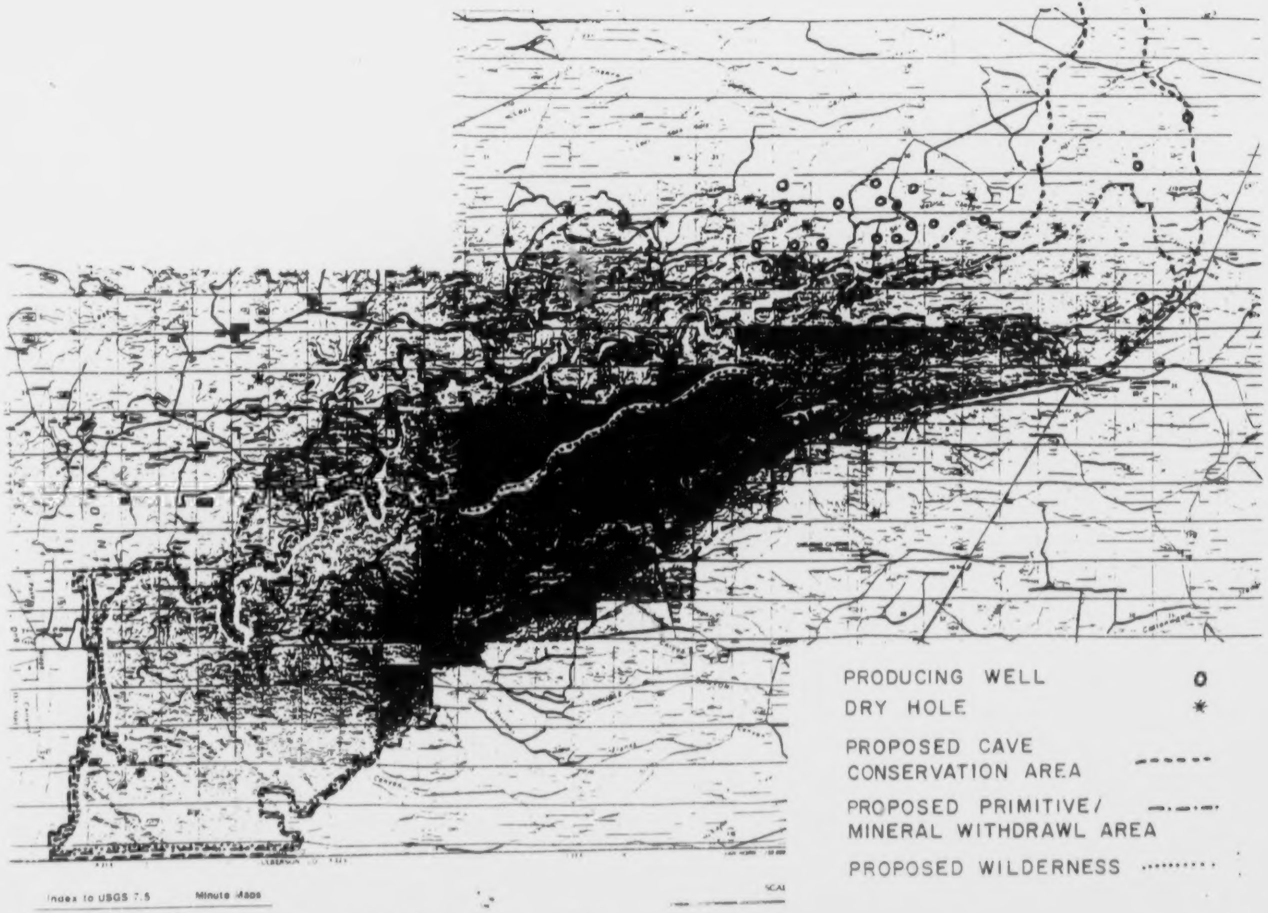

PRODUCING WELL O
DRY HOLE *
PROPOSED CAVE CONSERVATION AREA
PROPOSED PRIMITIVE/ MINERAL WITHDRAWL AREA
PROPOSED WILDERNESS
Index to USGS 7.5 Minute Maps
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FIGURE 6. PROPOSED CONSERVATION PLAN

Escarpment Wilderness Study Area's. Additional lands between the bottom of Dark Canyon and Trail 201 (Guadalupe Ridge) including both National Forest and National Park lands would be designated Wilderness. This designation would allow all current uses except mineral extraction and motor vehicle use. (Including the Brokeoff Mountains, approximately 161,200 acres.)

## CONCLUSION

Lechuguilla and Big Manhole Caves are in immediate danger of contamination by natural gas from nearby wells. If wells are drilled on the leased land north or south of Carlsbad Cavern, it too will be in danger of contamination. While Federal agencies are trying to minimize the impacts of gas production on the caves, they are unable to provide a significant level of long-term protection for the caves. Immediate steps must be taken to provide for the protection of the caves and of the cave researchers, or this unusual and significant natural heritage will be lost forever. The creation of a "Cave Conservation Area" would provide the necessary protection that the caves, the surface ecology, and the inherent wilderness values of the area deserve while providing for almost all of the current uses.

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John Carnie Rivera, Sr.
Bar JR Ranch
Tererro, New Mexico 875
March 14, 1989

In reply to: 2370

Larry J. Roybal
Pecos District Ranger
P.O. Drawer 429
Pecos, New Mexico 87552

Dear Mr. Roybal:

In reference to your letter dated January 30, 1989, where you mention for me to express my concerns about the Forest Service plans within the Pecos River corridor.

According to your plan, you are taking over all of my private property on the Pecos River! I also understand that the Forest Service is the formulator of this plan, as I informed by Congressman Bill Richard.

I'm also writing Congressman Richardson regarding this issue which includes

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the Bill, H.R. 644, and requesting meeting at the convenience of all interested parties.

I've spoken to various property owners in the affected area, and none have agreed to this plan.

I'm a third generation Rivera living on this land, and have before me a Patent issued by the United States Government, to my Grandfather, Cristino Rivera, and it states: "To Cristino Rivera, and his heirs and assigns forever, water rights, mineral rights, timber rights, agricultural rights, and etc..

To me, this taking of my private property rights is unconstitutional, and is enforcing undue grief, misery and hardships on me and my family. It interferes with the support of my family.

My deepest and greatest concern is the Forest Service is taking over all of my private property on the Pecos River under the guise of protecting the river without any mention of just compensation.

I do not wish to sell my property.

Very sincerely,
John Carnie Peters

C.C.

Public Land

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Mr. & Mrs. Damian Gutierrez
739 Western Hills Dr. SE
Rio Rancho, NM 87124

Honorable Jeff Bingaman
502 Hart Senate Office Building
Washington, DC 20510

May 7, 1989

Honorable Jeff Bingaman:

We have been informed that you have introduced a Bill H.R. 644 to designate a segment of the Pecos River as "Wild, Scenic and Recreational."

We own property in the Pecos Canyon area, and have seen the destruction and abuse of public land by recreational use, and can only be apposed to increased recreational development because of the detrimental impact to a pristine environment.

Therefore, please be advised that should this Bill be passed, we will not be able to support you with our vote as a legislator or any other office you may wish to pursue.

We ask that you withdraw the Bill From consideration. Thank you.

Sincerely Yours,

Mr + Mrs Damian Gutierrez

Mr. & Mrs. Damian Gutierrez